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ABSTRACT

On July 8, 9 and 10, 1981 the National Institute of Education (NIE) sponsored a "hearing" on minimum competency testing (MCT). The hearing, which was to clarify issues related to MCT, was modeled after adversarial and judicial evaluation approaches. The Northwest Regional Educational Laboratory was responsible for the overall evaluation which was divided into two phases: a process evaluation and an outcome evaluation of the Clarification Process. This report incorporates findings from Phases I and II. It appears that the Clarification Process is a viable approach for studying major education or policy issues. The information produced from this application appears to be most useful for summative or general information purposes. It is recommended that future studies or efforts attempt to begin addressing the extent to which the adversarial nature of the Clarification Process, rather than individuals' testimony and videotape presentations, contributed to the positive evaluations of the Clarification Process. (BW)

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PHASE II: FINAL EVALUATION REPORT OF MINIMUM COMPETENCY TESTING CLARIFICATION PROCESS

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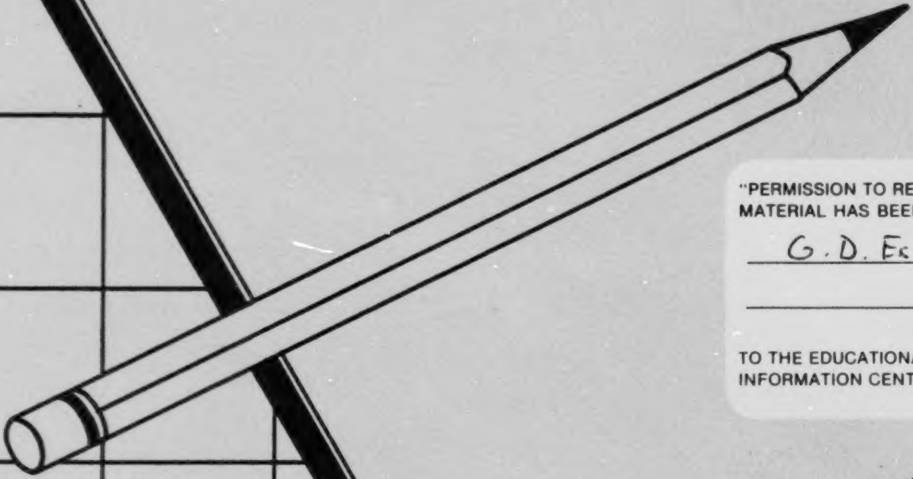

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Submitted by

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January, 1982

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EXECUTIVE SUMMARY

On July 8, 9 and 10, 1981 the National Institute of Education (NIE) sponsored a "hearing" on minimum competency testing (MCT). This hearing represented 10 months of study and interviewing by two teams--one assigned to argue for MCT and one to argue against MCT. The hearing which was to clarify issues related to MCT was labeled the MCT Clarification Process and was modeled after adversarial and judicial evaluation approaches. The NIE was interested in the approach as a viable alternative to more traditional studies largely as a result of the potential to involve constituencies and to provide information to state or local agencies without a federal agency representing a particular position on MCT. The NIE was also interested in evaluating the effectiveness of this approach and commissioned this evaluation.

The Northwest Regional Educational Laboratory was responsible for the overall evaluation which was divided into two phases. Phase I was a process evaluation and Phase II was an outcome and overall evaluation of the Clarification Process. The Phase II: Final Evaluation Report incorporates findings from Phases I and II. It is an intent that these findings will be helpful to others undertaking similar efforts.

The primary audience for this report is the NIE since they were the sponsor and called for the evaluation. We see them as interested in an external view of how the process proceeded and how the products were received. A primary use for this evaluation is an aid to deciding whether future activities like this will be beneficial in other areas. It will also point out aspects which might be useful in other applications and weaknesses that can be anticipated.

Secondary audiences include those agencies, public and private, who might be considering alternative evaluation tools. These include states and local school districts and professional evaluators interested in alternative techniques which might meet evaluation needs better than other more frequently used approaches.

This evaluation includes the process of developing pro and con cases and the outcomes which consist of the hearing, videotapes and written materials. Observations at case development meetings, reviews of case development documentation and interviews with Clarification Process participants were data sources for the process evaluation. Hearing data sources were a questionnaire administered at the end of the hearing, observations of the hearing and interviews with individuals attending the hearing. The videotapes and written materials were evaluated through questionnaires and open-ended discussions in state meetings with state level and local district staff. The states were California, Florida, Illinois, Montana, Texas and Wisconsin.

The remainder of this summary highlights findings from the evaluation.

Process Findings

- A project such as the Clarification Process should involve an advisory or constituency group in designing the study, recommending participants and suggesting issues as was done in this case.
- Team compositions affect the roles team members play, ease of communication and resources needed.
- It is likely that slightly different cases will be developed for pro and con sides of issues.

- Framing and selecting of issues need to be more efficient and less time consuming with increased time given to the case development. The work done in the Clarification Process and papers provided by the team leaders will facilitate issue selection in future applications.
- Tension in the Clarification Process case development increased when the hearing neared. Teams' position statements, plans for direct examination and cross-examination should be delivered on time to reduce tension and improve responsiveness of cases to each other. It is also recommended that tension be anticipated to minimize negative effects on the participants or process.
- It is recommended that definitions and stipulated agreements be reviewed in greater details. If it is not possible to introduce stipulated agreements through direct or cross-examination, it is important to review the reasons the teams agreed to the stipulated agreements.
- A shortened hearing of one or two days with early invitations to attend the hearing will facilitate greater interest and participation. Additionally, regional hearings could be sponsored if audience participation is important.
- In future applications, it would be desirable to have a training package consisting of a one- or two-hour edited videotape, written materials and trainer's guide, and more resources for a dissemination plan which included providing technical assistance-type sessions for intended audiences.

Outcome Findings

- It appears the Clarification Process is best described as having synthesized information which is helpful in understanding and discussing MCT.
- Information from the Clarification Process was rated more useful for general information or discussion than for program implementation or revision decisions. The User's Guide was more useful than the videotapes for the latter. General interest in using the information was expressed.
- Audiences felt that a variety of viewpoints was presented during the hearings, and that a fair debate of the issues was provided. The pro team's case was rated slightly stronger than the con team's in clarity of presentation. Audiences also felt that comprehensive cases were provided by the pro and con teams, with the pro team's case viewed as more comprehensive.
- The use of individual testimony in presenting MCT issues was rated a strength of the Clarification Process. It might be possible to incorporate these features in other studies of evaluations.
- Individuals indicated that bilingual education, school finance, tax tuition credits, curriculum issues, special education and mainstreaming, and competency based education are other issues which might be addressed by the Clarification Process.

Conclusions

It appears that the Clarification Process is a viable approach for studying major education or policy issues. The information produced from this application appears to be most useful for summative or general information purposes.

It is recommended that future studies or efforts attempt to begin addressing the extent to which the adversarial nature of the Clarification Process, rather than individuals' testimony and videotape presentations, contributed to the positive evaluations of the Clarification Process. It was not clear in this evaluation that the positive outcomes were dependent upon the adversarial aspect of the Clarification Process or were more a function of the videotapes and individuals' testimony. Studies in this area could enhance evaluation utilization and impact.

Finally, it is possible that reduced days for a hearing, shorter edited tapes, fewer witnesses presenting more in-depth testimony and more direct dissemination to a narrower audience will result in a less costly effort with similar or greater impact.

CHAPTER I

INTRODUCTION

Background and Purpose for Clarification Project

The National Institute of Education (NIE) sponsored a project designed to clarify issues related to Minimum Competency Testing (MCT). The MCT Clarification Process was adapted from adversary evaluation methodologies, in particular the judicial evaluation model. A brief background to the Clarification Process, its purposes and objectives as outlined by NIE are given below.

The NIE initiated a study in 1978 of MCT programs. The first part of the study was to collect descriptive information on the MCT programs across the country, resulting in program descriptions and typologies of program characteristics. The documents which were produced provided descriptive information on factors such as whether tests were locally or state developed; whether tests were used for graduation, promotion, or retention; whether remedial programs were mandated; and areas in which tests were administered (Gorth, 1980). Although these data were valuable resources in characterizing MCT programs, it was not the intention of Phase I to evaluate or study major issues related to MCT programs and their policy or programmatic implications. It was too early in the MCT programs to undertake an evaluation of their effects. Phase II was initially intended to be a three-year evaluation. NIE determined that an evaluation of MCT as a good or bad phenomenon was not responsive to the current information needs or a most appropriate role for a federal agency. An appropriate role was to address the major concerns about MCT programs. These included (a) to identify the major issues related to MCT programs, and (b) to provide information which might be useful to individuals concerned with MCT program issues.

The NIE (Herndon, 1980) identified three concerns which guided the planning of the Clarification Process.

1. In spite of the rapid and continuing growth of Minimum Competency Testing, the quality of information available to decision makers is limited and tends to be clouded by the complexity of the issues, complicated by different and competing interests.
2. In order to clarify these issues, it is essential that the framework for the study recognize the social and political context of MCT and provide a structured forum for the presentation and examination of different perspectives on the issues.
3. In order for the results of the studies to be meaningful and valid, it is essential that both the decision making audience and other vested interest groups have an integral role in its design, implementation and dissemination.

A traditional evaluation approach was not viewed as directly addressing these concerns. The Judicial Evaluation methods described by Wolf (1979) offered many strengths compared to the traditional evaluation process. Specific advantages cited by Herndon (1980) were that the judicial process:

(a) provides a public forum for the examination of these issues from different perspectives;

(b) allows for public participation in the process through the presentation of testimony;

(c) permits introduction of a wide range of evidence (documentary evidence, human testimony, quantitative data), the clarification of which can occur immediately through cross examination, rebuttal testimony and the like;

(d) provides a forum for including the perceptions, opinions and judgments of those affected by policy and program decisions through the use of human testimony. Often the more subjective forms of evidence can help put facts into proper perspective. Testimony can then be examined within the context of facts and situations.

Thus, a variation of the judicial process was adopted to examine and clarify the issues related to Minimum Competency Testing. One of the major variations to the traditional judicial evaluation approach was the decision not to have a jury or judge render a decision. Instead, the process was intended to provide information to others who could serve that role in their own policy or program deliberations.

Several products were initially intended to result from the Clarification Process (Herndon, 1980). These included (a) a videotape of the entire hearing; (b) a four-hour edited videotape of the hearing; and (c) a one-hour summary videotape narrated by a professional commentator. Additionally, written materials were intended to provide documentation and overviews of information presented at the hearing. Subsequently, the products from the hearing and Clarification Process in general were revised to include: (a) three one-hour edited videotapes, each tape representing one day of the hearing, (b) a one-hour documentary videotape providing an overview of Minimum Competency Testing and the Clarification Hearing, and (c) a user's guide to accompany the tapes. Additional materials which are available for use from the Clarification Process are the complete videotapes of the hearing and transcripts of the hearing. These materials are directly available from the NIE.

Finally, the actual hearings were viewed to be a product of the Clarification Process. Although the edited tapes were intended as the primary outcomes, it was felt that the actual hearing was a potential source of information for the Clarification Process audiences.

The materials and information from the Clarification Process were targeted for a broad audience. Herndon (1980) indicated that the project was...

> to provide decision makers and other interested audiences a clear understanding of the dynamics of MCT, and to provide a vehicle for the involvement of parents, teachers, students, citizen groups, administrators, school board members, legislators and other interested parties in a process that will help inform policy at the state and local level.

Shoemaker (1980) more specifically identified the major audiences to be (a) state and local policy makers such as school board members, legislators and school administrators; (b) teachers and administrators who must implement MCT; (c) students who must pass MCTs; (d) parents whose children must pass MCTs; (e) taxpayers, the general public and other communities who are interested in the achievement of students; (f) researchers who are interested in educational policy, testing issues and design, and curriculum; (g) professional organizations representing the interest of teachers and students. It was noted that the federal government was not a major audience for the study.

The above comments are intended to provide a brief background and overview of the Clarification Process which led to a three day hearing in which three major issues were to be clarified:

1. Will MCT programs that use test results for student certification and/or classification have beneficial or harmful effects on students?
2. Will MCT programs that use test results for student certification and/or classification have beneficial or harmful influences on curriculum and teaching?
3. Will MCT programs that use test results for student certification and/or classification have positive or negative effects on public perceptions of educational quality?

Thus, the hearing and related videotapes and materials were intended to clarify concerns related to these issues for the audiences described above.

This report is the second phase of the MCT Clarification Process evaluation. This report summarizes the findings from the Phase I Process Evaluation and findings from the outcomes evaluation. Comments and recommendations for future applications are made based on findings from the evaluations. A more complete description and evaluation of the Clarification Process is contained in the Phase I report by Bourexis (1981).

Evaluation Questions

The Clarification Process represented a variation from the traditional approaches taken for federal policy or evaluation studies. Thus, the NIE was interested in assessing the effectiveness of the

Clarification Process. Shoemaker (1980) outlined the major objectives for the Clarification Process:

> (a) engage those affected by MCT and those who make decisions about MCT in a public forum to examine issues related to MCT; engage them in the design and study; provide them an opportunity which they may not have had before to express their views/opinions and experiences; (b) contribute to the information base on MCT by organizing information around 3-4 distinct issues (or topics) and by making opposing sides address the same issues and subissues; and (c) contribute to the information base on MCT by obtaining impact information not now readily available and by identifying both alternatives to MCT as well as exemplary MCT programs.

Given those objectives for the Clarification Process, Shoemaker (1980) also provided an initial list of evaluation questions organized around three phases: monitoring pre-hearing activities, monitoring post-hearing activities and determining the effectiveness of the project for the NIE. Pre-hearing questions basically centered around the processes used in developing the cases which led to the hearing and subsequent materials. Post-hearing questions centered on assessing whether the information produced from the hearing was useful, whether materials reached the right audiences and how the materials were being used. The effectiveness questions related to what improvements might be made in the process.

Five questions were agreed upon by the NIE and NWREL as the focus for this evaluation:

1. How appropriate were the format and structure of the Clarification Process in presenting MCT issues, i.e., in what ways did the Clarification Process help or hinder the presenting of MCT issues?
2. Did the information presented represent a fair diversity of viewpoints on each issue that was seen as clarifying and illuminating?

3. Did the information presented add to the current understanding and knowledge of Minimum Competency Testing?

4. Did the audiences perceive the information to be useful in terms of pending policy or program decisions?

5. What is the viability of this approach for other NIE efforts?

This document reports information related to these evaluation questions. The audience for the report is intended to be the NIE and others who might be interested in adopting or adapting this or similar approaches for future studies of education or policy issues. A secondary audience is those interested in the substance of the MCT issues deliberated in the Clarification Process.

Evaluation Criteria

A discussion of the criteria or the framework used to address the evaluation questions listed above will be helpful in reading or interpreting the results of this evaluation. Specifically, the questions above basically focus on the utility of the Clarification Process as an approach for studying MCT issues. The framework by which one judges the utility of an evaluation or study can substantially influence the degree to which it is judged to be useful or not. One concept which might be proposed is that there needs to be direct observable evidence that information from an evaluation or study directly influences program or policy decisions. This view might be characterized as reflecting a rational or systematic approach to decision making. This approach risks an insensitivity to the reality of decision making in which evaluation or study results will be only one of several forms of input. Obvious other key factors include political concerns, logistical constraints and interpersonal variables. Patton (1978) in describing the results of studies assessing the utility of federal program evaluation stated:

> None of the impact described is of the type where new findings from an evaluation led directly and immediately to the making of major, concrete program decisions. More typical impact is one where that evaluation findings provided additional pieces of information in a difficult puzzle of program action, permitting some reduction in the uncertainty within which any federal decision maker inevitably operates.

The orientation used in this evaluation of the MCT Clarification Process is similar to that described above by Patton (1978) and is consistent with the perception of Alkin et al. (1979), who offer that evaluation often has "incremental" rather than "major" influences in decisions. Specifically the criterion used in judging the utility and information value of the Clarification Process was the degree to which it appeared to facilitate, influence or modify the perceptions or ideas of the intended users. It might be helpful to outline explicitly a criterion that was not applied. A restrictive criterion that was discarded in judging the effectiveness of the Clarification Process information was the necessity of evidence demonstrating that the information from the Clarification Process was directly applied in making decisions about MCT. If evidence were available that the information was useful in discussing or deliberating MCT issues or in making decisions, then the Clarification Process would be judged by us to have an impact and utility.

The above statements are not intended to diminish the importance for the Clarification Process to provide valid reliable objective data. These certainly were issues of concern but were not judged to be the paramount criteria for evaluating the Clarification Process. Stufflebeam (1974) outlines criteria which Wolf (1979) suggested might be useful for evaluating adversarial approaches such as the Clarification Process.

These are divided into four technical criteria: internal validity, external validity, reliability and objectivity and five utility criteria: relevance, importance, scope, credibility and timeliness. Although these criteria were not explicitly used to evaluate the Clarification Process, they were useful in formulating questions and identifying concerns to be addressed.

A hypothetical example might assist to clarify the position used in conducting this evaluation. It is possible that the audiences would find the information from the Clarification Process to be highly subjective and not generalizable beyond the specific sites discussed in the testimony or documentation. If the issues of objectivity and validity were of paramount importance, then the Clarification Process would have to be evaluated as weak due to the subjectivity and limited generalizability, i.e., external validity. If, however, the Clarification Process information assisted audiences to identify MCT issues of concern, or to broaden their perspective through the differing viewponts, the Clarification Process might be judged to be an effective means for facilitating decision making and providing information. This positive judgment would be justifiable in our opinion, even though the criteria of objectivity and validity as defined by Stufflebeam (1974) were not fully met.

Report Organization

The methodology and approach used in addressing the evaluation questions are contained in Chapter II. Chapter III contains a summary of the findings of the Phase I Process Evaluation which was a primary vehicle for addressing evaluation Question 1, i.e., how appropriate were the format and structure of the Clarification Process in presenting

Minimum Competency Testing issues? Chapter IV provides a summary of reactions to the Clarification Process by audiences at the hearing and in six states where the videotapes and written materials were reviewed. Chapter V provides recommendations and conclusions based upon findings from the process and outcomes evaluation.

CHAPTER II

METHODOLOGY

Process Evaluation of Case Development

The primary approach used in monitoring the case development for the Clarification Process was attendance at case development meetings. Pat Bourexis and/or Gary Estes of the evaluation team attended each of seven meetings, beginning with a training session in Washington, D.C. in October, 1980 and concluding with the pre-hearing conference in June, 1981. Dean Nafziger from NWREL also attended a planning meeting in August 1980. Brief summaries of meeting observations were provided to the NIE project officer for the NWREL evaluation contract. Plans developed by the NIE in its position paper (Herndon 1980) and interim memoranda or documents also were data sources for the process evaluation. The NWREL NIE project officer coordinated with Enid Herndon, the MCT Clarification Process project officer, to assess consistency of interpretations.

The evaluation team conducted interviews with the NIE staff, team leaders and members and H. Paul Kelley who represented the hearing officer at the case development meetings. The initial interviews were conducted during January-February 1981. Subsequent interviews were held with the NIE staff, the Team Leaders and Hearing Officers, i.e., Barbara Jordan and H. Paul Kelley, following the July hearing.

Finally, summaries of the case development meetings, background documentation and papers on the Clarification Process were reviewed.

Hearings

Three primary data sources were used for obtaining information on the hearing conducted in Washington, D.C. July 8-10, 1981. First, the questionnaire in Appendix A was distributed and participant responses collected during the third day of the hearing. Initial plans in the NWREL evaluation design were to collect responses following each hearing day. However, the NIE suggested and NWREL agreed to limit data collection at the hearing to the third day. The primary concern for reducing the data collection from each day to the third day was not to overly burden observers at the hearing.

Three or four small group interviews of five to six individuals attending the hearing were conducted following each day of the hearing. Reactions to the effectiveness of the hearing and information gained at the hearing were discussed. Participants were encouraged to provide reactions to the process used to clarify the MCT issues. The interviews were unstructured and lasted for approximately 30 minutes.

Finally, the evaluation teams' observations based on the three hearing days were an additional source of data. The evaluation team attempted not only to observe the hearing process, but also noted the number of people attending the hearing and other audience reactions, e.g., the degree to which participants stayed for the entire day, or came and went during the day, or the extent to which some staff preferred to observe the hearing on the TV monitors located in conference rooms outside the main hall.

State Data Collection

The NWREL evaluation design included plans to collect data from video-tape audiences within states. Data were collected in the following states (dates are those for the data collection meetings). A brief description of MCT within the state is included.

- California (October 28 and 30, 1981): Locally developed tests are used for high school graduation in response to a legislative mandate.
- Florida (November 2, 1981): A state-wide MCT is used for high school graduation based on a state mandate. Graduation sanctions were postponed due to litigation.
- Illinois (November 6, 1981): Districts can develop or use MCTs as part of their assessments. There is no state mandate for MCT at this time, i.e., tests are not required as part of the assessment legislation. Many districts in Illinois have MCTs and some use them for graduation.
- Montana (November 6, 1981): MCT is under consideration. Competency based education programs is an issue in Montana and deliberations as to the value of MCTs are underway.
- Texas (November 4, 1981): Similar to Illinois, Texas districts may use MCT tests for graduation or promotion, although the State Department of Education does not encourage districts to use MCTs for graduation decisions.
- Wisconsin (November 4, 1981): Legislation is pending within Wisconsin on MCT. A bill initially scheduled for hearing during the fall session is likely to be acted upon in the February, 1982 session.

The above states were selected based upon reviews by Gorth (1980) and Pipho (1980) and through interactions with the NIE and the Clarification Process team leaders. An attempt was made to obtain variety in geographical representation, types of MCT programs and stage of MCT implementation across states. Stages of MCT implementation was important since the MCT concerns will likely vary as a function of whether there is a state test, local tests and options, or whether MCT is still under consideration. Additional states that were contacted but declined to participate were Georgia, Kansas, Maryland, Mississippi, New York and Virginia. All states except Maryland declined participation on the basis that the videotapes and materials from the Clarification Process would not be timely for the state. Maryland was interested in participating, but it was not possible to coordinate Maryland's schedule with NWREL's data collection schedule.

Each state was informed that a one-day session was planned in which the videotapes and written materials from the Clarification Process would be reviewed. Each state was asked to organize a group of approximately 20 which would include representatives from the state education agency, i.e., the chief state school officer or representative and other state department staff, and LEA representatives including administrators, teachers and school board members. Additionally, it was requested that legislative representatives and representatives from special interest groups also be invited. Appendix B is a copy of the letter sent to each state contact person and includes the agenda for the one-day meeting and the type of participants desired at the meeting.

A questionnaire was developed and administered during the state data collections. Finally, as indicated in the agenda in Appendix B, brief discussion sessions of approximately one-half hour were held in the state sessions following each of the one-hour videotapes. These discussions were tape recorded and transcribed for analysis.

Special Interest Group Session

A session like those held within the states was held in Washington, D.C. for representatives of special interest groups or national organizations on October 23, 1981. The results in Table 1 reveal that of the sample of 19 groups contacted, 17 agreed to participate and eight actually attended the meeting on October 23. A national Title I conference on October 23 was expressed as the basis for the initial decline by the two groups. Last-minute schedule conflicts, other priorities and even rainy weather were cited as reasons for nonattendance by the others.

Table 1
National Organizations for MCT Data Collection Meeting
October 23, 1981

Organization	Initially Interested	Attended
1. American Association of School Administrators	Yes	Yes
2. American Federation of Teachers	Yes	Yes
3. Association for Children with Learning Disabilities	Yes	No
4. Association for Supervision in Curriculum Development	Yes	No
5. Children's Defense Fund	Yes	Yes
6. Council for Basic Education	Yes	Yes
7. Council of Chief State School Officers	Yes	Yes
8. Council for Exceptional Children	Yes	Yes
9. Council for Great City Schools	Yes	No
10. LULAC National Education Service Centers	Yes	No
11. National Advisory Council on Education of Disadvantaged Children	No	No
12. National Alliance of Black Educators	Yes	No
13. National Association for the Advancement of Colored People	Yes	Yes
14. National Association of Secondary School Principals	Yes	No
15. National Association of State Boards of Education	Yes	No
16. National Coalition of Title I Parents	No	No
17. National Conference of State Legislators	Yes	No
18. National Education Association	Yes	No
19. National School Boards Association	Yes	Yes
TOTAL Yes	17	8

Thus, eight representatives of the special interest groups met and provided input on October 23. School boards, administrators, teachers and special interest groups were represented, even though the sample was smaller than planned. Four of the participants on October 23 also attended one or more days of the hearing and were able to provide comments on their reactions to the videotapes in relation to the information presented at the hearing.

ERS/ENET Meeting

The first day's edited videotape was shown to a group of 18 participants at the Evaluation Research Society/Evaluation Network meetings held in Austin, Texas, October 1-3, 1981. The group was composed primarily of individuals directly involved or concerned with evaluations and represented multi-disciplinary backgrounds. Written and tape-recorded reactions were obtained.

PBS Data Collection

The questionnaire contained in Appendix C was developed for the Southern Educational Communication Association (SECA). SECA distributed the questionnaire to approximately 125 directors of instructional television and programming managers for PBS stations across the country. The major purpose for collecting data from these sources was to estimate the extent to which PBS stations broadcast the Clarification Process videotapes. Follow-up phone calls were made on December 2, 1981 to a random sample of 28 PBS stations to assess the representativeness of the limited response to the written questionnaire from SECA.

NWREL evaluation plans initially were to obtain PBS viewer responses from interactive systems such as the one at QUBE in Columbus, Ohio. Stations in Omaha, Nebraska and San Diego, California were contacted in addition to the QUBE station. The interactive systems were not in a sufficient number of households within either Omaha or San Diego to warrant collecting data. The QUBE station decided not to broadcast the Clarification Process series due to low interest and adequate other programming.

Analyses

Data from the above sources were organized around the five evaluation questions. Table 2 relates the questions in the hearing and state data collection instruments to the five major evaluation questions.

Frequencies of response, means and standard deviations were calculated for the Likert type items and were analyzed across and within states.

Open-ended responses obtained in the questionnaires and interviews were analyzed to assess areas in which there was consensus or agreement and to assess the variability among individuals in their assessment of the Clarification Process and its products. The objective was to obtain general trends from open-ended questions and interviews and to look for confirmation or discrepancies based upon the objective-quantitative responses. Individual responses were noted, more frequent responses were tallied and reported as such with interesting or contrasting responses cited to provide an indication of the range of opinion.

These analyses can be found in Chapter IV.

Table 2
Evaluation Questions Referenced to Questionnaire Items

Evaluation Questions	Questionnaire Item/Items	Hearing	State/Special Interest Group Sessions
1. How appropriate were the format and structure of the Clarification Process in presenting MCT issues, i.e., in what ways did the Clarification Process help or hinder the presenting of MCT issues?	The process of using testimony and cross-examination enhanced the presentation of the issues.	X	
	The Clarification Process' use of direct and cross-examination enhanced the presentation of the issues.		X
	The use of individuals' subjective judgments enhanced the presentation of issues.	X	
	The Clarification Process' use of individuals' testimony and personal judgments enhanced the presentation of the MCT issues.		X
	The two teams presented a comprehensive case in support of their positions. a. pro team b. con team	X	X
	The use of individuals' subjective judgments enhanced the presentation of issues.	X	
	Was there any important information that was omitted from the shows by either the pro or con teams?		X
	Were the most important MCT issues addressed in the hearings? What others, if any, might have been more important?	X	
	Do you feel that there are more important MCT issues that were not addressed by the show?		X
	Overall, what do you think are the strengths of the hearings (shows)?	X	X
	Overall, what do you think are the weaknesses of the hearings (shows)?	X	X

Table 2 (con't.)

Evaluation Questions	Questionnaire Item/Items	Hearing	State/Special Interest Group Sessions
2. Did the information presented represent a fair diversity of viewpoints on each issue that was seen as clarifying and illuminating?	A variety of viewpoints was presented during the hearings (shows).	X	X
	The hearings provided a fair debate of the issues.	X	X
	Arguments were presented clearly by: a. pro team b. con team	X	X
	Was there any information that you feel was not useful in clarifying the MCT issues?		X
3. Did the information presented add to the current understanding and knowledge of Minimum Competency Testing?	How would you rate your knowledge of MCT before the hearings (shows)?	X	X
	Did you gain any new knowledge from the hearings (shows)?	X	
	What, if any, was the most important new knowledge you gained from this show and how will you use it?		X
	Was any information presented which was inconsistent with what you know about MCT?		X
	In your opinion what were the most persuasive points made by: a. pro team ____________ b. con team ____________	X	X
	Who were the most effective witnesses for a. the pro team and why? b. the con team and why?		X

Table 2 (con't.)

Evaluation Questions	Questionnaire Item/Items	Hearing	State/Special Interest Group Sessions
4. Did the audiences perceive the information to be useful in terms of pending policy or program decisions?	How would you rate your opinion of Minimum Competency Testing (MCT) before these hearings?	X	X
	How would you rate your opinion of MCT after the hearings (shows)?	X	X
	What MCT issues are you most concerned about?		X
	Do you think the information in these shows will be useful to you in relation to these issues? How?		X
	Would you be interested in using the three one-hour edited tapes from the hearings?	X	
	Rate the use of information from the hearings (shows) for: a. formulating policy about adopting an MCT program b. assisting with implementing an MCT program c. informing the general public about MCT d. other, please specify ______________________	X	X
	Is the User's Guide useful as a supplement to the shows? Comment(s):		X
	What do you like about the User's Guide?		X
	How would you rate the User's Guide for a. formulating a policy about adopting an MCT program b. assisting with the implementation of an MCT program c. informing the general public about MCT		X
	Are there any changes that you would suggest that would make it more usable?		X

Table 2 (con't.)

Evaluation Questions	Questionnaire Item/Items	Hearing	State/Special Interest Group Sessions
5. What is the viability of this approach for other NIE efforts?	How does the video presentation format compare to well written evaluation reports? The shows are better than a written evaluation. The shows are about the same as a written evaluation. The shows are not as good as a written evaluation.		X
	What other educational issues do you think could be covered effectively using the Clarification Process?		X
	Any general comment about this show?		X

CHAPTER III

PROCESS EVALUATION RESULTS

This chapter summarizes findings from the Phase I: Process Evaluation Report (Bourexis, 1981). Complete process descriptions and evaluations with recommendations are contained in the Phase I Report. This discussion is organized around major stages in the Clarification Process. The stages are:

- Planning and Management Issues
- Case Development Activities
- The Hearing
- Editing and Dissemination

For each area and subtopics within the area brief summary comments are provided which give a description of the process and, where appropriate, evaluative comments based upon findings from the Phase I Report are made.

Planning and Management

Audiences. The audiences for the Clarification Process were identified by the NIE in the early planning stages and were reviewed in the background statements in Chapter I. The target audiences clearly are diverse. NIE's major audience was the set of policy or decision-makers within state and education agencies. The Clarification Process was also intended to provide information which might be of interest or use to others including the general lay public. The primary audience for the ultimate products of the Clarification Process was a wide ranging audience of local and state staff. The audience at the hearing was more representative of national organizations and federal agencies. It is possible that the representatives of national organizations could serve as proxies to the direct, intended audiences. The national organizations could have invited or arranged for actual members, e.g., teachers, administrators or school board members, to be in attendance rather than relying on Central Office staff located in Washington D.C. to attend the Hearings. An example is the 50 tickets each day which were allotted to the School Boards and Chief State School Officers organizations. As it turned out, it appears that the national representatives were able to assist with dissemination through newsletters and other communications or efforts.

The intended audience(s) affected deliberations on factors such as types of witnesses, testimony and arguments to be used in the Clarification Process. It is likely that the general, wide audience specified for the Clarification Process contributed to uncertainty and conflicting directions in terms of focusing the materials and information. This uncertainty would have been minimized if clearer direction had been provided toward either a general audience or a more targeted audience of MCT "decision-makers." Both groups would likely desire relatively nontechnical and sound data. However, interests of the general public, policy makers and implementers will likely vary in content or issues and in the level of information desired on any particular issue.

Advisory group. An advisory panel representing various constituency groups was organized by the NIE in the initial planning stages. The advisory group which represented state legislators, school board members, state and local education staff, provided the NIE with reactions and recommendations for the project. Its recommendations included procedural aspects such as reducing the trial like nature of the project, types of issues or areas to be covered in the project and persons who might be potential team leaders or project participants. The NIE stressed the input and participation of the advisory panel as an important component of the Clarification Process. The advisory group's influence on the process was minimal after the group was given an opportunity to react to proposed issues formulated by the pro and con teams. Advisory group members were also invited to the hearing.

Based upon the modifications to the Clarification Process as a result of the advisory group's participation and input, it is clear that it was a significant factor in the Clarification Process. It also appears that its involvement contributed to broad knowledge of the project among special interest groups or national organizations. This statement is based upon NWREL's telephone calls to set up interviews at the hearing. Most agencies contacted were aware of the Clarification Process Hearing. It is important to involve significant constituencies in the planning and formulation stages in any Clarification Process or evaluation.

Timelines. The timeline for the portion of the Clarification Process primarily considered in this evaluation is the period beginning in October, 1980 with the training session for the teams through the dissemination of the Clarification Process materials as of October, 1981. The Clarification Process actually was begun around November, 1979 when considerations of the project and discussions with the advisory group were initiated. Thus, the time span from initial plans to completion was approximately two years; the time lapse between initial team formulations and hearings was approximately ten months.

It appears that the time span for the Clarification Process was somewhat less than that for a typical major evaluation or study and was similar to the timelines for the Hawaii 3 on 2 adversarial evaluation (Worthen and Rogers, 1977) and slightly longer than Wolf's application of the Judicial Evaluation Model at Indiana University (Wolf, 1979). It is possible that the amount of time needed to plan and develop the project, i.e., November, 1979 to June-August, 1980 might be shortened in future applications as a result of information learned in this process. However, no clear time advantage appears for the Clarification Process approach over other studies. Instead, the comprehensiveness of the study along with amount of resources available will generally affect timelines and levels of effort more than whether a Clarification Process or adversarial approach rather than a traditional data collection and analysis approach is used. If a study is a national effort which involves an advisory group in the planning and conduct, it is likely to require a longer timeline than a state or local study not requiring the same level of coordination and input.

Dissemination. As outlined in the Introduction Section, it was always the intent to produce videotapes from the Clarification Process for dissemination. Additionally, it was intended that written materials would also be available. However, the specific agencies or vehicles for disseminating these materials were not formalized until after February, 1981. PBS broadcasts served as a primary dissemination vehicle for making the videotapes from the hearings available. The Southern Education Communication Association (SECA) was primarily responsible for publicity and facilitating dissemination in this area. Several compliments were made about the quality of the promotional materials developed for the PBS shows by SECA.

The NIE sent information about the hearings to over 2,000 agencies during September-October, 1981. A more complete analysis and evaluation of the dissemination efforts will be available through an internal NIE report in which major newspapers will be clipped to analyze the number and nature of articles on the Clarification Process. Requests for materials will be documented and additional information as available will be included. It is probable that the dissemination plan will not maximize the use of materials by the greatest number of individuals. Although the potential market from the PBS broadcasts is certainly quite large, MCT is a relatively low priority and will either result in marginal broadcasts or broadcasts at "off times," such as Sunday afternoons during NFL broadcasts. From our contacts with PBS stations, it was clear that even though there was often personal interest among station staff or management, the PBS programming interests and priorities often did not allow for air time for the MCT broadcast. Finally, it is possible that NIE's internal evaluation of dissemination efforts which are outside the scope of this evaluation will yield a more positive picture. This statement is based on the fact that the NIE evaluation will include the numbers of individuals requesting tapes, an updated, complete listing of PBS broadcasts and records of publicity on the Clarification Process.

Clarification Process Roles and Team Selection

Team selection. Key roles in the Clarification Process included the Hearing Officer, team leaders and teams, the NIE and the contractor which assisted with the logistics, i.e., meeting arrangements, transcription of minutes, and handling other tasks as needed by the NIE. The NIE solicited recommendations from the advisory group for nominations of the

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Hearing Officer and team leaders. The advisory group proposed names using criteria established by the NIE for these roles, and NIE contacted potential participants. The resulting team leaders, George Madaus and James Popham and the Hearing Officer, Barbara Jordan, are clearly nationally recognized individuals. The key steps in this process were the identification of criteria for the roles and the input provided from the advisory group.

Issues arose in the planning stages related to maintaining equity between the teams. Questions included how to deal with offers for assistance to teams from other agencies. It was clear that this might result in inequity among resources available to teams. Eventually, it was decided to disallow external contributions in either fiscal or other resources unless offers were made equally to both teams.

The team leaders were given wide discretion in selecting their teams. The composition of the two teams differed on two dimensions. First, the geographical proximity of the pro team members was much closer than the con team members. Pro team members were all located within California, and the con team members' locations included Colorado, Illinois, New Jersey and Massachusetts. Second, the con team was staffed with a greater number of "senior level" technical/methodological members than the pro team.

The geographical distance between members made it more difficult for the con team to interact in their case development. Also, it appeared that the types of activities that individual team members participated in differed between the pro and con teams, either as a function of the team leader's orientation/style or the constitution of the teams. Specifically, data collection, analyses and case building appeared to be more evenly distributed among con team members than pro team members, e.g., most of the interviewing by pro team members was done by two staff, whereas con team members shared interviewing responsibilities more equally.

It is not possible in this case to separate the effects of team structures from the effects of arguing pro or con issues and their implications on the types of cases or presentations developed. However, it is clear that logistical constraints were greater for the con team than the pro team. The potential benefit for this constraint was greater representation within the team of differing groups and higher level technical expertise. It is equally clear that advancing a pro or con argument affects the type of case which can be built, e.g., the con team encountered greater difficulty in obtaining witnesses willing to testify against their MCT programs than did the pro team in obtaining witnesses to testify for their programs.

Hearing Officer. The Hearing Officer, Barbara Jordan, was assisted by H. Paul Kelley who attended all case development meetings. H. Paul Kelley served as a moderator and facilitator during case development sessions and occasionally ruled on questions related to procedure, presentation of evidence or groundrules. It was clear from team interviews and comments from people attending the hearing, that Barbara Jordan's background added credibility to the Clarification Process. Evidence was also provided that H. Paul Kelley and Barbara Jordan jointly performed a function which was needed in the Clarification Process.

NIE's role. The role of the NIE after the planning stages of the Clarification Process was intended to be a decentralized and nonobtrusive role. It was stated at the outset and during the process that the NIE wanted the team leaders and hearing officers to manage the project without strong direction or guidance by the NIE. This objective was met with varying degrees of success during the case development stages. On some occasions, it was expressed that the NIE should simply state what it is that they wanted as in the area of issues to be addressed. On other occasions, it was stated that NIE's decision or recommendation to allow particular data to be presented at the hearings was not appreciated and was viewed as intrusive or "heavy-handed."

The role of the NIE or other project sponsors in the Clarification Process is likely to always be a key one. The role would be facilitated by limiting the sponsor's interaction during the process to only the Hearing Officer. However, it is difficult to perceive a sponsor in attendance at case development meetings not interacting on its behalf on at least some occasions. These interactions will probably be received with mixed acceptance. Thus, limiting the sponsor's interaction to include only the Hearing Officer, might also affect the way the sponsor would monitor the project. The more important factor is to be clear on the individual roles and responsibilities rather than to maintain any specific set of rules across all applications. This role could be altered in other Clarification Process applications or adaptations. A sponsor could leave the project totally in the hands of the Hearing Officer in future applications. This obviously will result in the sponsor having less control and influence. However, if an objective is that the process should be able to "run itself," this approach might be warranted.

Contractor role. The contractor performed a major role in the Clarification Process. In addition to handling logistics and arrangements for the NIE and teams, the contractor was needed and responsible for subcontracting the pro and con teams' contracts. As is elaborated upon in the Phase I report and later in the Recommendations Section, the role of the contractor in the Clarification Process could be assumed by either the Hearing Officer or the project sponsor in future applications. This is particularly true if the contracting/grant process is different than that for the Clarification Process in which another agency was required to let and manage the contracts to the Teams and Hearing Officer. If the logistical arrangements can be managed by the Hearing Officer or sponsoring agency, greater efficiency would result from fewer roles to coordinate and simpler communications. An example in which the contractor and Hearing Officer role was held by the same agency/individual was the Hawaii 3 on 2 evaluation (Worthen and Rogers, 1977).

Training for Teams

An initial training session was conducted for the teams in Washington D.C. on October 9-10, 1980. This session was intended to acquaint the teams and Hearing Officer with the background to the Clarification Process and the Judicial Evaluation Model from which the Clarification Process had been adapted and to initiate the Clarification Process case development. Questions which were raised at the training session about the Process included:

- How do we maintain the clarification intent of the process while still arguing pro and con?

- This approach is limited to only two sides for each issue. Since there may be more than two positions on any given issue, how can the process serve to bring out the different positions?
- To what extent must each team involve relevant constituency groups?
- How should Minimum Competency Testing be defined?
- How should MCT issues be framed?
- How many individuals from each team can be case presenters?
- Which team will present its case first?
- How many witnesses can be called by each team to testify?
- What standardized procedures, if any, should be used in interviewing witnesses?
- What is the role of the Hearing Officer?
- Should challenges to witnesses be allowed during the hearings?

These were discussed at the session with most being resolved during the course of the Clarification Process. It appeared that questions related to groundrules, rules of evidence and procedure were fairly clear following the training session, whereas, approaches or decisions for framing the issues were less clear. The importance of and difficulty in framing issues within the Clarification Process is similar to problems described by Owens and Hiscox (1977) and Wolf (1980) in which they outline issues formulation as one of the major concerns in adversarial evaluations.

Finally, it appears that additional practice or rehearsing in the areas of direct and cross-examination would help the process. Based upon comments made by hearing observers and others it was perceived that direct and cross-examination was stronger following the first day of the hearings. Most likely this was more a function of the experience and/or confidence gained during the first day and less a function of the types of witnesses or testimony between the days. Also, no evidence was cited by interviewees that the attorneys on the con team were more or less effective in direct and cross-examination.

Issue Selection and Procedural Rules

Issue selection and framing was a major step in the Clarification Process. Issues and procedural rules were to be adopted by December, 1980. The Clarification Process used one phase to identify issues whereas other judicial evaluation approaches divide issues generation and issue selection into separate stages. The work of the NIE in previous MCT contracts and the input from the advisory committee assisted with identifying many of the issues. The issues which were finally selected addressed effects of MCT on the students, curriculum and public perceptions and are detailed in the introduction section of this report. Much of the training session in October, 1981 and the two meetings following were used to review and finalize the issues. It appears issues formulation is still the step most difficult to accomplish. Popham (1981) and Madaus (1981) outlined alternative approaches to framing issues. This might make issue formulation more efficient in subsequent applications. Some portion of the time devoted to selecting and framing the issues would be more profitably used in case development and review stages. These statements are supported by direct observations of the evaluators, interviews with team leaders and the Hearing Officer. The concern with formulating issues in the Clarification Process reinforces the observations of Worthern and Rogers (1977), Owens and Hiscox (1977) and Wolf (1980) as to the importance and effort which must be given to this step in adversarial type approaches.

Much of this effort was directed toward attempts to insure that cases would be built around common issues and arguments. It is quite possible that arguing a pro or con side automatically assures that different factors will be stressed. The process should simply allow for the probability that pro and con cases will not argue perfectly parallel subissues. Nonparallelism in cases should not to be viewed as a weakness but accepted as a characteristic requiring attention.

A paper by Wolf (1980) was used in adopting groundrules for the Clarification Process. The groundrules included forms for collecting witness testimony and documentary evidence. These forms facilitated sharing information among teams. The rules of procedure included guidelines for opening and closing remarks, examinations of witnesses and making objections. Rules of evidence included relevance of information, depositions, use of hearsay, documentary or opinions as evidence. Although several revisions were made to the rules, they were only minor revisions. Thus, the formulation and application of the groundrules, rules of procedure and rules of evidence ran quite smoothly in comparison to the process of generating or wording issues.

Additional Case Development

Complete minutes and summaries of each case development meeting were compiled. These are available from the NIE for anyone who might be interested in adapting the Clarification Process to their study. A phase following and partially overlapping with the final selection of issues was the development of stipulated agreements that prohibited debate or discussion of certain topics. These were primarily concerned with using MCT (a) at each grade for certification/classification, (b) for teacher evaluation or (c) for resource allocation. Discussions about the degree to which stipulated agreements should be presented at the hearing were held. The final decision was to review briefly the stipulated agreements at the beginning of the hearings. Based on comments by hearing participants and evaluator's observations, future applications should elaborate more on stipulated agreements at the hearing and in the videotapes. Providing the audience with pertinent information that led the teams to stipulated agreements--instead of simply stating they exist because the teams agreed that MCT was inappropriate for those purposes--would help the audience understand the function of the stipulated agreements. The process would be stronger if the rationale for the stipulated agreements was provided. One possible variation for introducing the stipulated agreements, is to address them in testimony as was done with handicapped students. The pro team agreed with the con team witnesses' testimony against using MCT with handicapped students.

Major case development activities were to occur in meetings from December, 1980 through June, 1981 just prior to the hearing. These meetings were generally to include presentation and discussion of each team's position statements, review of case development and data collection plans, and discussion of direct and cross-examination plans. Meetings were also used to discuss logistics for the hearings. Logistics involved order of team presentation, amount of time to be devoted to direct and cross-examination and the number of issues to be addressed each day. Factors which influenced these discussions included the fact that witnesses could not attend all three days, nor could the budgets support the per diem of witnesses for three days.

Activities related to the PBS videotaping of the hearings for later editing and broadcasting on PBS stations presented a major logistical factor. These logistics ranged from type of clothing which might be needed to types of witnesses or testimony which might be effective. Team leaders and members expressed their perceptions that the national broadcast of the edited videotapes of the hearings affected their plans. These effects included types of witnesses they might select and types of cases they might want to argue.

It is difficult to estimate the amount of the case development time which was devoted to logistics and the television broadcast. However, it is clear that substantial portions of meeting time were devoted to activities other than those directly related to the substance of the cases and hearings. This is consistent with experience in other applications of the adversarial approach in which Popham (1977) states that of three days designed to exchange cases, two were devoted to procedural matters. Future efforts should increase or maximize the proportion of time directed to addressing the teams' cases.

The case development steps or phases were maintained throughout the Clarification Process although timelines were not strictly followed. In the February, 1981 meeting both teams provided their basic arguments, outlined types of witnesses they intended to call and discussed potential data collection plans. Although questions were raised at the meeting about the degree to which the arguments might be responsive to each other, little discussion ensued. Relatively more attention was given to the PBS Broadcast (note this was the first meeting in which PBS was involved).

The April, 1981 meeting included discussions on the witnesses to testify for each team and types of arguments or cases to be built. A major point of discussion at the meeting was whether some pro team sites fell within the MCT definitions. Again, this experience was similar to the differences in interpreting definitions or rules of evidence found in other application of adversarial approaches (Popham and Carlson, 1977; Worthen and Rogers, 1977). In April the teams expressed strong concerns about their ability to stay within the timelines for developing their cases. Given this need, the May 22 meeting was postponed to June 12. The issue of relating the cases to one another was also raised at the April meeting in which at least one-third of the meeting was devoted to reviewing PBS related plans and the NWREL evaluation plans.

The June 12 meeting was the first in which delays in the case development progress appeared to significantly affect the process. The pro team had not received the con team's summary of witness testimony on direct examination, and thus had not outlined their cross-examination as was planned. The con team felt that the pro team witness summaries were not sufficiently detailed for them to prepare summaries of their cross-examination. It appeared that the amount of work that needed to be done within the time limits caused much of this concern. It also appeared that unresolved issues from earlier meetings, e.g., were the teams' cases responsive to each other, affected decisions and ability to resolve concerns in the June meetings. As the hearings approached, the case development became more critical and sensitive to both teams. This was in part a natural trend which is a function of work distribution in any major effort; it is also likely that the newness of the Clarification Process and the PBS television aspects contributed to these stresses.

Future endeavors might reduce these stresses by decreasing the proportion of case development time which is taken for logistics or factors such as, in this instance, the television broadcast and to increase the time spent on cases, i.e., building direct and cross-examination plans.

Rules of procedure and evidence and ground rules were fairly well accepted at the outset of the Clarification Process. However, tensions arose during the case development that are similar to those reported in other adversarial type processes (Popham and Carlson, 1977; Worthen and Rogers, 1977). Tension of this type is to be expected, and knowing or recognizing it should reduce the senstiveness of individual feelings and general negative influence on the process.

Hearing

Arrangements. Detailed plans and arrangements were directed by the NIE Project Officer, Enid Herndon, with the assistance of the McLeod Corporation. The previous stages in the Clarification Process facilitated preparations for the hearing. For example, logistics such as amount of time to be devoted to direct and cross-examination within each day were agreed upon; timekeeping procedures were established to monitor amount of time used by pro and con teams on direct and cross-examinations; an agenda outlining the order for witnesses was developed; and plans to have the Hearing Officer review the definitions of MCT, the stipulated agreements and agenda for each hearing day were outlined. However, the effort needed to adequately plan for the hearing should not be underestimated. As the Clarification Process neared the hearing stage, it required the full time attention of the NIE Project Officer with substantial assistance from others such as the McLeod Corporation. The documentation available from the NIE on the plans and logistics will facilitate future applications. Finally, the logistics at the hearing went smoothly. This is attributable to the detailed plans and arrangements made prior to the hearing.

Audience. The location of and audience for the hearing are factors which deserve comments. The decision was made to conduct the hearing in Washington, D.C. and to extend 500 invitations for each day. Although the videotapes could provide information to a large audience, it was clear that the NIE and teams agreed that the hearing itself was an important opportunity to provide information to the audience. The audience described in the Phase I report was invited primarily through contacts with national organizations located in and around Washington D.C. The invitations were disbursed in early June, 1981, approximately one month prior to the hearings. The number of observers at the hearing ranged from approximately 140 in the mid-morning of day one to fewer than 60 at the conclusion of day three. Thus, the number in attendance was substantially less than the anticipated 500 for each day. This might be attributed to several factors. First, the date on which invitations were sent might have been too close to the actual hearings to allow people to arrange schedules and secure support to attend the hearing. Second, individuals at the hearing also indicated that it was difficult to attend all three days given other demands on their schedules. This response was also encountered when people were contacted prior to the hearing to determine whether they would be interested and available for interviews. Several indicated that they planned to attend one or more days but would find it difficult to attend all three days. Third, the location of the hearing, while convenient to federal and national organizations, did not minimize the distance which would be required for state or local representatives to attend. The NIE stated early in the process that the federal agencies were not a primary audience. It was estimated that approximately 20% to 40% of the audience at the hearing were federal agency representatives.

If one assumes that the full information presented during live testimony at the hearings is valuable, it follows that the live audience at the hearing is an important group. Thus, greater attention might be given in future applications to ensuring wider participation by the primary audience. Recommendations to facilitate this are provided in the Phase I Report and will be reviewed in the latter sections of this report.

Hearing Observations. Two aspects of the hearing were highlighted as important to the Clarification Process. First, the degree to which the definitions of terms and stipulated agreements were reviewed was felt to be important by those participating in interviews by the evaluation team. Specifically, those interviewed felt that insufficient elaboration was given to explain clearly the definitions and stipulated agreements. The nature of some of the stipulated agreements appeared to confuse the audience. A prime example is the stipulated agreement that barred debate about using MCT at each grade level for promotion/retention. It was unclear to a large proportion of individuals interviewed as to why the teams then continued to debate the use of MCT as a requirement for graduation or promotion/retention. Why the teams agreed on not using MCT at each grade level but disagreed on using MCTs at some grade levels was confusing. Second, several participants felt that the cross-examination was not effective in engaging the arguments across pro and con teams. Interviewees suggested that the cross-examination by the pro team was more effective during the second day than during the first. Although several participants felt that the reason for the "ineffective cross-examination" was the fact that the team leaders were not attorneys or experienced in cross-examination, no one suggested that the two attorneys on the con team who engaged in direct and cross-examination were more or less effective than the non-attorneys. Practice or a dry run prior to the hearing would facilitate this area in future efforts.

It is possible that attendance at the hearing by the primary audience should not be a goal. The complete tapes and transcripts were made available to the public. The only advantages, therefore, to attending the hearing were the immediacy of the information and the "live" effect. The "live" effect seemed to be initially interesting, but the attendance dwindled as the hearing progressed. After the first day, most NIE staff members preferred to observe the proceedings from a television monitor in a conference room adjacent to the auditorium. When asked about this, the staff replied that it was easier to see facial expressions and pick up innuendoes in testimony from the monitor. It was also easier to interact and discuss witnesses' testimonies in the television monitor room than in the auditorium.

Editing and Dissemination of the Clarification Process Materials

It was decided that the pro and con teams would have primary responsibility for editing the full transcripts and videotapes of the hearings to produce the three one-hour tapes. This decision was clarified during the February, 1981 meeting in Washington, D.C. at which the PBS staff members were initially present. It was clear from the outset that the team leaders and teams would be involved in editing, reviewing or approving the edited tapes. Apparently the team leaders were not clear on the extent to which they would have primary responsibility for the editing and the amount of effort which this would require. Editing is a key step in the process since the edited tapes are likely to be used much more than the full tapes or transcripts. An aspect of the editing which affected the hearing and Clarification Process was that it was not possible within time and budget to edit across hearing days to produce tapes that would address each issue. It was possible, however, for PBS in its technical editing to reorder some witnesses' testimony so that the proximity of pro and con team arguments was closer than it was in the hearing. This aspect of the editing was represented to favorably by those who viewed the full hearings and the edited tapes. Concern about whether or not the edited tapes repeated fairly the entire hearings and testimony was expressed at the hearing and in the showings of the edited tapes. Thus, strong importance is felt by the audiences toward the editing of the tapes.

Comments from viewers about the editing were generally favorable with only minor specific reservations. Samples of unfavorable reactions concerned Mike Farrell as he introduced the NEA representative from Wisconsin by describing the NEA as the largest teacher's organization within Wisconsin. Some viewers felt that this was a gratuitious advertisement for the NEA and might imply a partial attitude toward that teacher organization. Again, unfavorable comments were infrequent and were not widely shared.

Finally, it is critical that the participants have a strong involvement in the editing as was done here. Placing the pro and con witnesses together was viewed as an advantage of the videotapes to the actual hearings.

Process Findings

The above discussions were intended to provide a summary of the Phase I findings in which major stages of the Clarification Process were described and evaluative comments were provided. Conclusions and recommendations which might be helpful in future applications will be summarized in Chapter IV of this report. While it will not always be desirable to clearly separate recommendations based on the process and outcome evaluations of the Clarification Process, it is anticipated that conclusions and recommendations will facilitate conducting future Clarification Processes and will ensure that the outcomes are more useful to the intended audiences.

CHAPTER IV

INFORMATION FROM THE AUDIENCES

This chapter contains summaries of audience reactions to the actual hearing or the edited tapes. The information for this chapter came from the variety of sources mentioned in Chapter II. The three sources reviewed in this section are the hearing audiences, the audiences that viewed the edited tapes and the PBS programming managers. These sources will first be briefly described in this chapter. Following these descriptions, the remainder of the section is organized around the five major questions and their subquestions as listed in Table 2 at the end of Chapter II.

Description of the Hearing Audience

On July 8, 9 and 10, the MCT Clarification Process' hearing was held as planned. It was anticipated that 500 persons per day might attend. Tickets were distributed on the basis of this limitation and procedures were set that would allow only those persons with tickets to attend.

The actual attendance at the hearing was much less than had been expected. Audience counts were taken at different times during the three days and the following table represents those counts.

Table 3
Approximate Attendance During Hearings

July 8		
9:00	110	
9:30	135	
10:00	140	Beginning of pro witnesses
11:20	115	After recess
12:00	115	
2:20	115	
4:15	86	
5:00	69	
5:40	60	
July 9		
9:05	74	
10:15	115	
2:30	98	
4:00	69	After recess
5:00	55	
5:30	39	
July 10		
9:10	57	
10:50	64	
11:45	60	
2:15	59	
3:10	54	
3:45	42	After recess
4:15	46	Final witness

The questionnaire that appears in Appendix A was distributed to the audience in the morning, July 10, and throughout the day. In addition, persons were stationed at the exits to remind those persons leaving early to return the questionnaire. Approximately 80 questionnaires were distributed and 62 were returned.

The questionnaire contained some preliminary demographic data to ascertain the persons' agencies and their roles within those agencies. These descriptions appear in Table 4. Totals less than 62 resulted from some individuals not responding to all items.

Table 4
Agencies and Roles Represented in Hearings Audience

Agency represented:	N	%
Federal	14	(23%)
State	13	(21%)
Local	6	(10%)
National Organization	13	(21%)
Other	15	(24%)
Total	61	
Missing	1	(.2%)
Roles		
Responsible for policies about whether an MCT program should be implemented	8	(13%)
Responsible for the implementation of an MCT program	15	(24%)
Directly affected by an MCT program	10	(16%)
Other	25	(40%)
Total	58	
Missing	4	(6%)

The agencies represented were spread evenly across four of the five categories, with the fifth, Local, being only 10 percent of the audience. The distribution of the actual audience differs substantially from the intended audience which was hoped to consist of mostly state and local personnel.

For roles represented by the audience, a little over one-half (53%) represented the intended audience for the Clarification Process. It is interesting to note that the role of implementing an MCT program was the most represented among the intended audience. In later questions, the usefulness of the MCT Clarification Process for implementing MCT programs received one of the lower ratings from the audiences.

Description of the Site Visit Audiences

Appendix B contains the letter that was sent to the different State Departments participating in the site visits. Included in it was a list of roles and types of persons that should attend the meeting. State Department personnel were very cooperative in attempting to obtain these representations. When the desired audiences were not obtained, reasons given were mainly limited money for travel and limited time to devote to a full day meeting. Each state contact person made an effort to get a legislative aide or representative to attend, but only the Wisconsin meeting included state legislature representatives. Other priorities, i.e., legislation, budget considerations, were cited as reasons legislative staff did not attend in other states. Each group consisted primarily of state or local staff directly interested in MCT. More administrators were represented than testing personnel. One or two university affiliated persons were also in attendance at most sites. Exact counts of the audience's roles or affiliation were not recorded.

Three of the states had fairly large participation. Two of these, Montana and Wisconsin, are states where MCT is either being considered (Montana) or a decision is forthcoming (Wisconsin). In the third, California, two meetings were arranged with one in Los Angeles and the other in San Francisco. This reduced the travel for some of the participants and probably was a key factor in their attending.

One of the first questions that the evaluation was concerned with was whether the participants at the sites had seen the documentary or the edited tapes before the meetings. Table 5 contains the information concerning this question. It is clear that very few had seen the shows by the time of our meetings in late October and early November.

Table 5
Participants Who Have Previously Seen the Shows

Having seen documentary:	N(%)		
No	131	(96)	
Yes	6	(4)	1 from Illinois 4 from Wisconsin

Having seen shows:	No	Yes	
	N (%)	N (%)	
Show 1	132 (98)	3 (2)	1 from Illinois 2 from Wisconsin
Show 2	134 (99)	2 (1)	1 from San Francisco 1 from Illinois
Show 3	121 (98)	2 (2)	1 from Illinois 1 from Wisconsin

The PBS Stations

The data collected and analyzed from the PBS programming managers were from questionnaires that were distributed by SECA. There was a concern about how representative these responses were of all the PBS stations. A random sample of 28 stations from the Directory of Information Sources for Public Television were contacted in December and were asked if they had shown or planned on showing the documentary or the edited tapes. Fifty percent of the sample called responded positively. This compares to 68% (19 of 28) of the sample that returned questionnaires. Given a standard error of approximately 9%, this implies that the responses to the questionnaire overrepresents the stations that will air the programs. Comments in the evaluation report from the PBS survey should be interpreted with that fact in mind.

1. How appropriate were the format and structure of the Clarification Process in presenting MCT issues?

Question 1a: Did the use of direct examination (testimony) and cross-examination enhance the presentation of the issues?

Figure 1 represents the responses to this question that appeared on both the questionnaire at the hearing and the state visits. Table 1A in Appendix E contains response summaries by state.

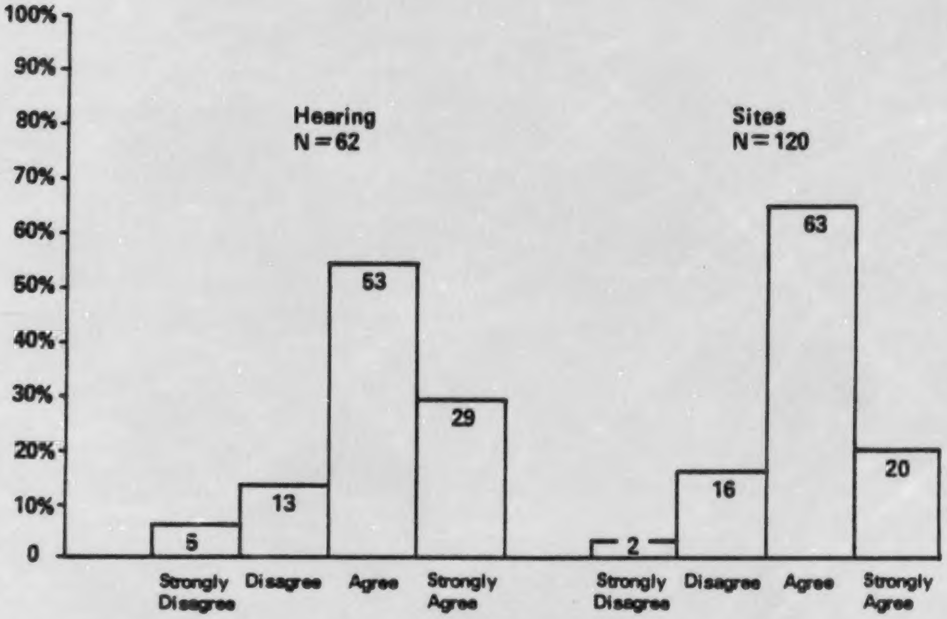

Figure 1. Audience responses to *The Use of Direct and Cross-Examination Enhanced the Presentation of the Issues.* (Responses shown in percents.)

Audiences agreed that testimony and cross-examination enhanced the presentation of the issues. Eighty-two percent of the audience at the last day of the hearing and 83% of the site-visit audiences agreed to some degree with the statement. Of the state visits, the most negative reaction came from California where 31% (10 of 32) disagreed with the statement. In Florida and Illinois, there was no disagreement with the statement.

Audience interpretation of "enhanced" should be considered. In California, there were several negative comments in the open-ended responses about the use of emotional data and the lack of factual or back-up data. This could account for the negative response to the question. On the other hand, in Florida, which had no negative responses, there were remarks about the discomfort with "bleeding heart" testimony and the concern with misrepresentation of facts. The relatively high ratings in Figure 1 combined with individuals' comments imply that the word "enhanced" was probably interpreted as adding to interest level, but not necessarily providing valid data.

Finally, comments at the hearing and in state visits about the effectiveness of cross-examination and to a lesser extent the direct examination suggested that simply presenting evidence without the adversarial connotation might be effective. That is, the adversarial nature of direct with cross-examination appeared to enhance the interest value but not necessarily "sharpen" the information produced from the Clarification Process.

Question 1b: Does the use of individuals' personal judgments enhance the presentation of the MCT issues?

The Clarification Process offered the situation where a witness was allowed to expand on his/her own beliefs and was not necessarily required to produce hard data to back-up statements. At the same time, many evaluation procedures fail to gather this subjective data that can provide important additional information. The question of whether the use of personal judgments enhances the presentation of issues was asked at the hearing and after showing all three tapes at the state visits. The data collected are summarized in Figure 2. Table 1B in Appendix E contains summaries by state.

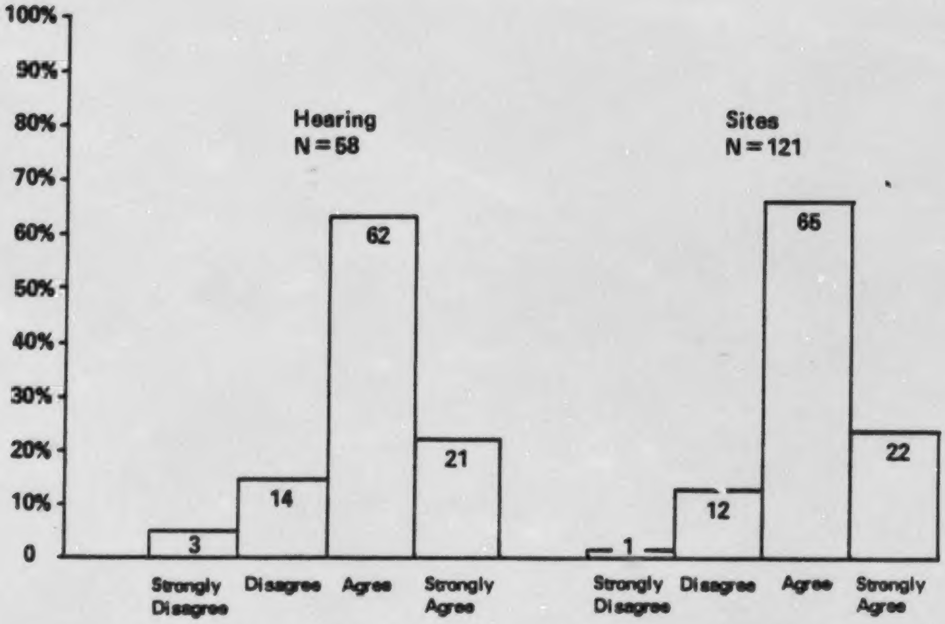

Figure 2. Audience responses to *The use of Individuals' Testimony and Personal Judgments Enhanced the Presentation of the MCT Issues.* (Responses shown in percents.)

The data collected here are very similar to the data mentioned earlier concerning the use of direct and cross-examination. The audience appears to have equated the use of personal judgments with the use of direct and cross-examination in the hearing. Again, comments support that the personal testimony contributes to the interest value but not necessarily to the quality of information gained from the Clarification Process. Although the adversarial process of direct and cross-examination is intended to bring into clearer focus the points under discussion, little evidence was found that this occurred in the Clarification Process, even though viewers agreed that personal judgments and examination enhanced the presentation of information.

As will be elaborated later, the criterion used to evaluate the usefulness of the Clarification Process greatly affects how these comments are interpreted and the subsequent utility of the Clarification Process. We proposed a criterion that information rated as useful by the audiences could be a criterion for utility. In this sense, the aspects of personal testimony and direct/cross-examination were seen as strengths; strengths not necessarily proposed for the adversarial approach, as described by Wolf (1979). In addition to interest, a perceived benefit of using personal testimony within an adversarial format is that individuals' "biases" are more clearly discernible than might otherwise be possible. Highlighting issues and variety of persons were also cited most frequently as strengths of the Clarification Process. See Question 1f.

Question 1c: Did the teams present comprehensive cases in support of their positions?

The question of the comprehensiveness of each team's arguments was asked at the hearing and after all three tapes had been shown at the state visits. The data from the question are summarized in Figure 3 for the hearing and Figure 4 for the state site visits. Table 1C and Appendix E contains responses by states.

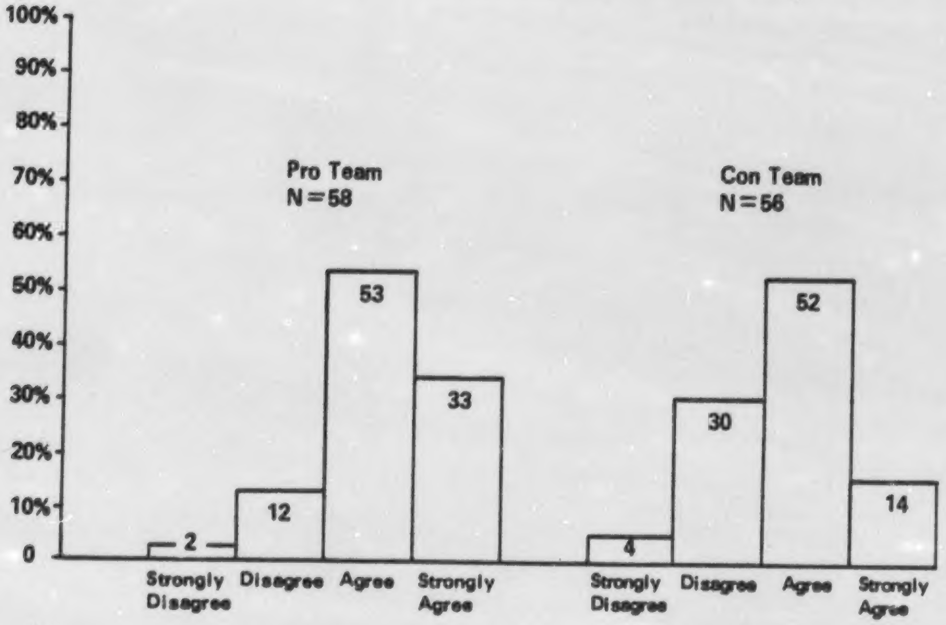

Figure 3. Hearing audiences' responses to *Comprehensive Cases in Support of their Positions Were Presented by the Teams.* (Responses shown in percents.)

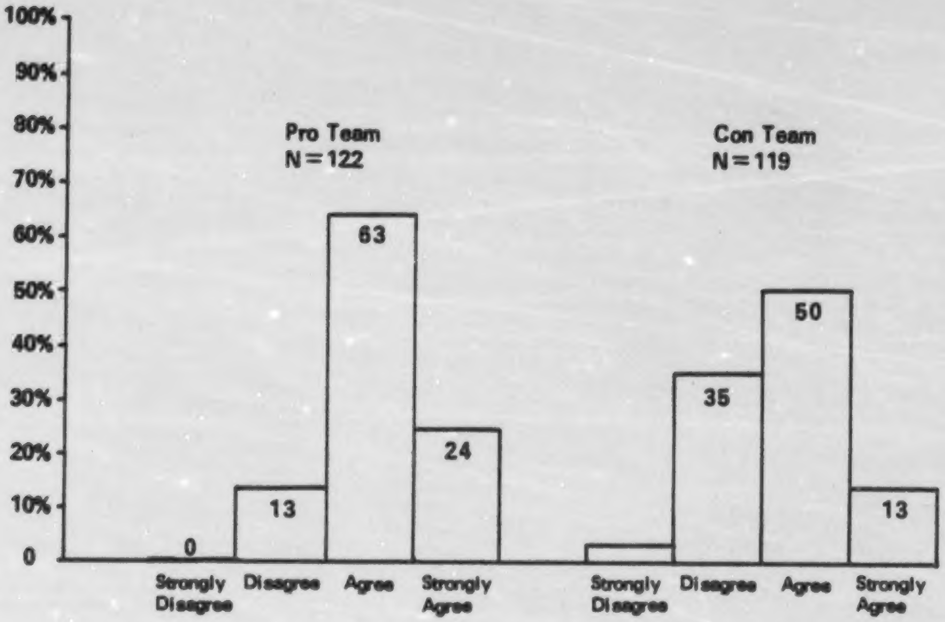

Figure 4. Site audiences' responses to *Comprehensive Cases in Support of their Positions Were Presented by the Teams.* (Responses shown in percents.)

It appears from the data in Figures 3 and 4 that the audiences saw the pro team as presenting a more comprehensive case than the con team. This was true throughout the site visits except for Montana where neither team was rated superior to the other. Finally, both teams and, thus, the Clarification Process were rated as providing comprehensive cases. Comments support that the comprehensiveness is largely felt to result from the variety of witnesses, MCT programs and testimony/evidence which were presented. No strong consensus existed as to why the pro team was felt to present a more comprehensive case than the con team. Comments included that the con team's case was focused more on technical issues related to setting cut scores or unreliability of tests. It also is our opinion that this was partly a function of the ease with which the pro team's arguments could be identified with the issues under debate. The pro team's case was generally clearly related to effects on students, curriculum or perceptions.

Question 1d: Was there any important information that was omitted from the shows by either of the teams?

After all the shows had been viewed at the site visits, the audiences were asked to identify any important information that they felt had been omitted from the shows. The list below represents the response to this question*:

Explanation of variety of MCT programs and laws (7)
Implications to possible teacher evaluation (3)
Political issues (2)
Local/state control issues (2)
More definitions and explanations (2)
Costs of MCT programs (2)
MCT misrepresented as sole-criterion (2)
MCT is only a part of competency-based education (2)
Criterion-referenced testing role (1)
Setting cut scores(1)
Abilities necessary for local construction of MCTs (1)
Clarify differential standards (1)
Special group of students (1)
Technical aspects of a good MCT (1)
Need for procedural modifications from year to year (1)
Separating testing controversy from MCT issues (1)
Fact that MCTs are minimum (1)
Court actions (1)
Team members and witnesses' current roles as consultants (1)
MCT recordkeeping (1)
Depth of public discontent (1)
Determining what is minimal (1)
Comparison of graduated students from MCT and non-MCT schools (1)

There was little consensus on any important information that was omitted. The most mentioned comment was that there needed to be more explanation about the variety of MCT programs and the laws that have produced MCT programs. These comments included statements that the Clarification Process did not differentiate between MCT programs with state mandated vs. locally adopted tests.

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* Throughout this report, numbers in parentheses behind statements in lists refer to the number of responses mentioning the point.

Question 1e: Were there more important issues that were not addressed by the MCT Clarification Process?

Three issues were chosen to be addressed during the MCT Clarification Process. There was concern about whether these were the most important issues and if others that were more important should have been addressed. To obtain this information, both the hearing and site visit audiences were asked to identify other issues that could be considered more important. Fifty-eight percent of the audience responded that there were not any more important issues. The audience at the hearing provided a range of responses that included issues in the three stipulated agreements, test content-applicability to life skills and effects of labeling in self-esteem. None, though, stood out as a compelling issue that should have been addressed. From the states, there was also very little consensus and the six most mentioned issues were: extent, structure, quality and effects of remediation; how to set standards; life skills vs. basic skills; acceptance of test results between districts; follow-up studies on graduates; and the economics of decisions.

The Clarification Process addressed the most important MCT issues and did not omit important information based upon responses by hearing and state visit respndents.

Question 1f: Overall, what were the strengths and weaknesses of the Clarification Process?

One of the last questions about the shows concerned the strengths and weaknesses of the Clarification Process. The major comments from the audiences concerning the strengths were:

	Number of Comments
Highlights the major issues and gives a sense of the pro and con biases	(32)
Presents a variety of persons and opinions from various regions and experiences. (The most mentioned category at the hearing.)	(27)
More interesting and will make a better impact than written material	(22)
Involved expert witnesses and people who have a sense of personal, emotional commitment to a viewpoint	(16)
Good use of limited time	(7)
Lively, exciting, dynamic presentation	(7)
The give-and-take promoted discussion	(4)
Dramatic quality	(4)
Allows for probing questions and cross-examination	(4)

The audiences were also asked to identify the weaknesses of the Clarification Process. The major comments concerning the weaknesses were:

	Number of Comments
Personalities can be more persuasive than facts	(14)
Opinions without data and documentation	(13)
Lack of structure and wavering from the issues (also mentioned at hearings)	(12)

	Number of Comments
Need fewer people, more experts, more depth	(11)
Variation in quality of questioning and cross-examination	(8)
Editing eliminates some clarification, truncates arguments	(7)
Dichotomizes the argument; avoids middle ground	(5)
Desire to win not necessarily to present valid arguments	(5)
Superficial, oversimplification of a complex topic	(4)
Lack of definition of MCT; not uniform nationwide	(4)
Allows for possible inaccurate statements	(4)
Too long	(4)

In summary, the format and structure of the Clarification Process were generally viewed as appropriate in presenting MCT issues. Appropriate is best interpreted, based upon comments, as presenting information which highlights important MCT issues, makes good use of personal judgments and provides an interesting format for presentation. Factors such as direct/cross-examination, specifically, or general adversarial format, in general, were not cited as particular strengths or advantages for the Clarification Process. The strength of the adversarial process might be that presenting pro and con so that "both sides are heard" enabled the audiences to benefit from interesting personal testimony with some check on a major weakness, i.e., personalities can be more persuasive than facts. Finally, the number and nature of strengths and weaknesses which were cited indicate an overall positive reaction to the Clarification Process with some concerns or reservations.

2. Did the information presented represent a fair diversity of viewpoints on each issue that was seen as clarifying and illuminating?

Question 2a: Did the Clarification Process offer a variety of viewpoints on MCT?

Both the hearing and state audiences were asked to agree or disagree to a statement that the Clarification Process offered a variety of viewpoints. For the state audiences, the question was asked after each show. The results of this question are represented in Table 6.

There is no doubt, based on the data in Table 6, that the audiences felt that they were being presented with a variety of viewpoints with the average around 3.2 (Agree=3). At least 81% of the responding audiences agreed with this statement and this was a frequently cited strength as well. The MCT Clarification Process certainly achieved this goal.

TABLE 6

Did the Clarification Process Offer a Variety of Viewpoints on MCT?

	Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS		2 (3)	36 (58)	23 (37)	61	3.3	.5
SITES							
Show 1		3 (2)	73 (52)	57 (41)	133	3.4	.5
Show 2		6 (4)	78 (56)	49 (35)	133	3.3	.6
Show 3	1 (1)	5 (4)	82 (59)	31 (22)	119	3.2	.5

Question 2b: Did the Clarification Process provide an opportunity for a fair discussion of the MCT issues?

Once again a statement to this effect was made and the respondents were asked to agree or disagree. This question was asked of the site-visit audiences at the end of each show and in the final questions concerning all three shows. The results are summarized in Figure 5 and in Appendix E by state.

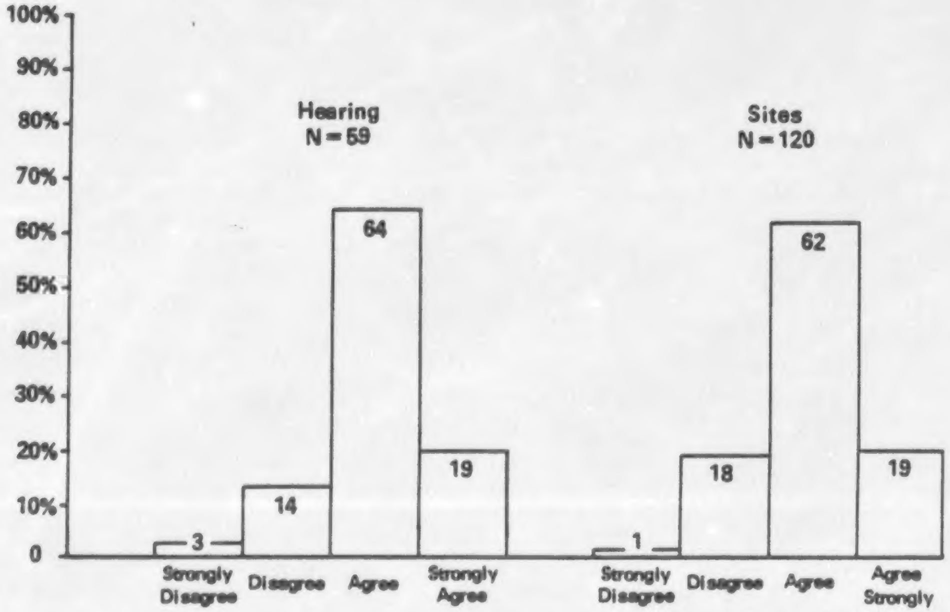

Figure 5. Audience responses to *The Clarification Process Provides an Opportunity for a Fair Discussion of MCT Issues.* (Responses shown in percents.)

The audiences at the site visits were also asked the question after each of the shows. The results suggest that most persons viewing the tapes (81%) and the hearing (79%) saw the opportunity for fair discussion. The most negative responses came from the California group where 37% disagreed with the statement and the most positive from Texas where all respondents agreed.

Based on these responses, a major objective to present a fair discussion of the MCT issues was accomplished. It should be remembered that one of the major reasons for undertaking the Clarification Process was for the NIE to sponsor a study which would not appear to support or decry MCT, but would provide information in a fair manner so others could make MCT decisions.

Question 2c: Were the arguments presented clearly by the pro and con teams?

Respondents at the hearing and after each show at the site visits were asked to agree or disagree with a statement that the two teams presented clear arguments. The results are summiarized in Figure 6 and in Appendix E by state.

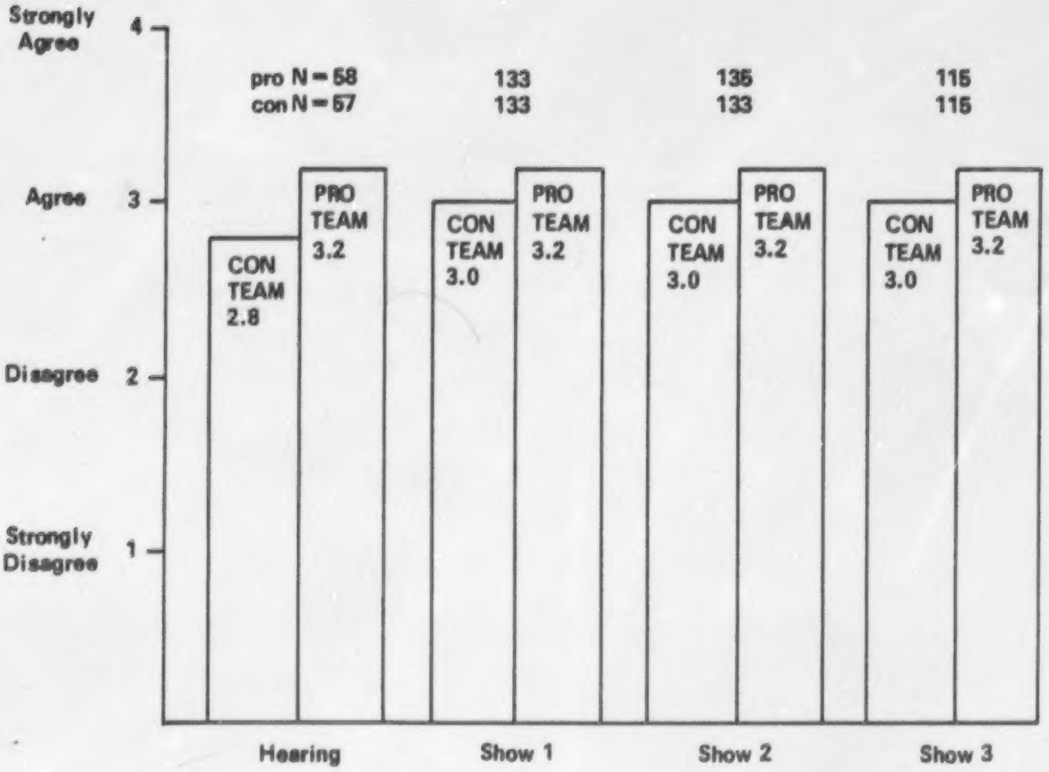

Figure 6. Audience responses to *Arguments were Presented Clearly by the Teams.* (Average responses shown.)

The edited tapes produced a more favorable response to the con teams' arguments than did the hearing. There was around a half a standard deviation difference between the rating of the pro and the con arguments at the hearing with the audience stating that the pro team presented clearer arguments. This difference was not quite as great in the opinion of the state audiences, even though the pro team rated consistently higher than the con team on all three shows.

The objective to have clear arguments was achieved. Even the lowest rating of 2.8 for the con team's arguments at the hearing is evidence that most viewers felt the arguments were presented clearly.

Question 2d: Was there any information that you feel was not useful in clarifying the MCT issues?

The audiences at the site visits were asked to list the information in that show which they felt was not useful. Following is a list of the most frequent responses to this question.

Show 1	Number of Responses
Subjective ("I feel type") testimony	15
Attack on multiple-choice tests	10
Show 2	
Special education parent	9
Standard setting and technical material	5
Redundant testimony	5
Show 3	
Handicapped issue	7
Subjective testimony	5

It is interesting that even though on previous questions the audience felt that the personal testimony enhanced the presentation of issues and offered a variety of viewpoints, it was the one element that caused the most concern when it came to useful information. This same concern appeared in the interviews after the shows.

Also, the attack on multiple-choice tests, although considered valid by some, did not seem to be an MCT issue to the audiences during the interviews. Attacking multiple-choice tests did not seem equivalent to attacking minimum competency tests.

The listing of the special education students' parents in the second and third show is indicative that members of the audiences felt that special cases should not be used to attack MCT programs in general. Others in the audience seemed to find the use justified for the purpose of alerting viewers to potential problems that could be faced or needed to be avoided.

In summary, subjective testimony or personal judgments are viewed to add interest and to clarify *how individuals "feel" about their MCT programs* but doubt exists as to the value of the information in clarifying the issues. It appears these personal judgments are viewed as best for *highlighting* rather than *clarifying* issues.

3. Did the information presented add to the current understanding and knowledge of Minimum Competency Testing?

Question: 3a: Did the audiences gain any new knowledge from the Clarification Process?

The audience at the hearing was asked to rate their knowledge of MCT previous to the hearing and then to rate the amount of knowledge gained from the hearing. At the site visits, the audiences were also asked to rate their knowledge and were then asked after each show how much new knowledge they had gained. The results are displayed in Figure 7 for initial knowledge and in Figure 8 for knowledge gained. Table 3A in Appendix E contains summaries by state.

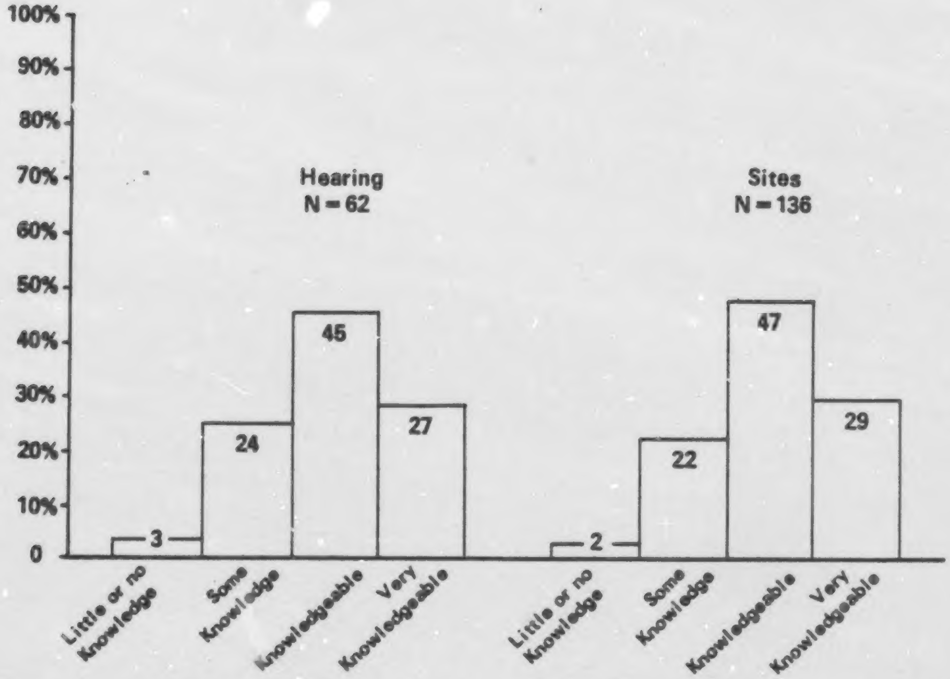

Figure 7. Audiences' initial knowledge of MCT. (Responses shown in percents.)

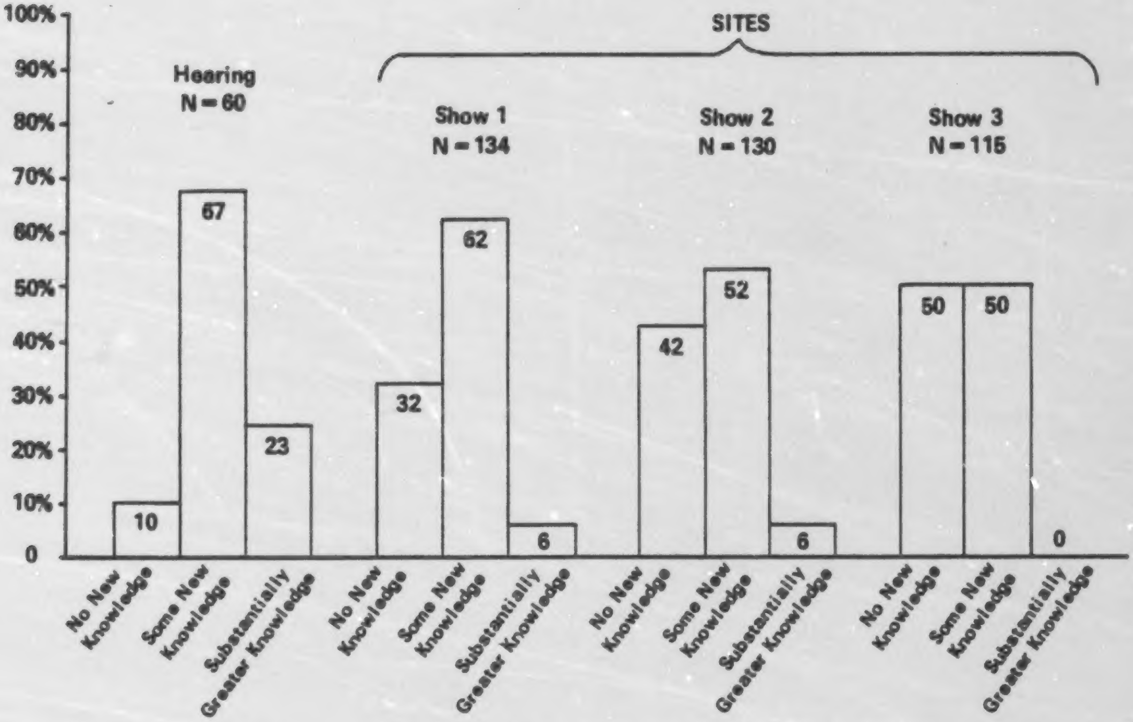

Figure 8. Audience responses to *Did You Gain Any New Knowledge About MCT?* (Responses shown in percents.)

Almost all of the audiences had at least some knowledge of MCT before attending either the hearing or the state meetings. The audience that was the least knowledgeable about MCT was Montana where the MCT issue is just beginning to be discussed. At least half of the site-visit audiences gained new knowledge from each of the shows but the number decreased from 63% saying at least "Some New Knowledge" for the first show to 45% for the third show. This is substantiated by interview comments about the redundancy of information contained in the third show.

Question 3b: What was the most important new knowledge gained?

After each show during the site visits, the audiences were asked to provide the most important new knowledge that they had gained from that show. The major comments are listed below:

Show 1

Specific information about particular MCT programs	18
MCT may lead to less local control	5
Effect on curriculum - standardized vs. individualized	3

Show 2

Specific practices and results of state and local districts	9
Impact on special categories of students (handicapped, Non-English speaking, mobile)	8
Chance of undue failure on repeated testing small	7
Concerns of test validity	3
Relationship of MCT to life success	3

Show 3

The variation among MCT programs	3
38 states already have MCT	3
Effect on "high risk" students	3

From these responses and from the comments made during the post-show interviews, it was obvious that some of the audience was interested at first in information about how present MCT programs operate and how they differ across the country. This in turn has implications for training sessions using the tapes. A presentation that involves using the tapes could definitely benefit from some preliminary orientation to existing MCT programs if the audience is similar to those present at the shows.

Question 3c: Was any information presented that was inconsistent with what the viewers know about MCT?

After each of the shows in the site visits, the individuals were asked to list any information that was presented in the show that was inconsistent with what they knew about MCT. The reason for this question was to aid in judging the validity of the information that audiences were viewing from the tapes. Listed below are all the comments mentioned after each show.

Show 1: Inconsistent Information

Not aware of areas where MCT is the sole criterion of pass/fail	(6)
Impression by con team that only one test is given when in reality testing is begun in 9th or 10th grade and repeated yearly for remediation	(4)
Con team chose some of the worst examples	(2)
Why so much testimony related to MCT as a retention/promotion instrument when the pro and con teams agreed that MCT should *not* be used for retention?	(2)
California wants MCT to be used to determine diploma eligibility to function as an early warning system so appropriate remediation can be given	(2)
No discussion of California's compromise of having local districts set their own standards	(2)
Education *is* political	
Students *are* informed of requirements in New York.	
Without testing, teachers do *not* know who the low students are	
South Carolina does *not* have MCT	
Tests *are* available for inspection (Nader)	
Ralph Nader is *not* an authority on competency testing	
MCT *is* refuteable	
Ralph Tyler talked about a state *mandated* MCT	

Show 1 (cont.)

Ralph Tyler has advocated state mandated MCT programs and then he comes out as CON?
Our district tests writing by writing, not multiple choice
Process of test development is *not* secretive
Minimum tests become maximums (Benton)
No statement regarding baseline quality of education in South Carolina was provided to substantiate claims
Dr. Cronin was somewhat inconsistent between verbalization and actual practice
Interesting that remediation was *not* always linked to the MCT program
Distinct failure to distinguish between competency based education and MCT
MCT does not *automatically* cause an instructional program to improve (Pro team argument)
Abuses of MCT generalized to everywhere
Standards *do* make provisions for measurement error

Show 2: Inconsistent Information

Solely necessary for graduation (4)
Special education kids would take same MCT as prescribed for general students (4)
Inference that tests are translated into other than English (4)
The chance of a student being continually, failed simply due to error of measurement of a given test. Repeated offerings of MCTs reduce measurement error to insignificant levels; too much made of a moot point (2)
Children must past test in spite of never having a math course with a certified math teacher
Bias statement by Ebel
What can be clearly tested is usually trivial
Testimony by Berry--It was a biased study led by armed opponents to MCT
Students who fail portions of MCT can't take other relevant courses like literature and calculus (Schmidt)
Florida section was grossly misrepresented
NEA does *not* represent Flordia teachers feelings about this issue!
Multiple choice tests are the standard for MCT
Amount of testing done today (Farr)
False assumption that all MCT programs result in pass/fail decisions about promotion/retention and graduation

Show 2 (cont.)

John Myrick saying that this test, MCT would mean too much testing. To me this would displace some of the other testing, not add to it

Do not think most tests contain items with words not used in any other tests

Individual cases are extremely weak basis for establishing generalizations

Distinct failure to distinguish between CBE and MCT

High degree of passing in second test

Special Ed. mother--don't believe two weeks ample time to prepare for retake of test

What some groups claim they measure

Some of the states using MCT have reportedly not gained what they would profess

Show 3: Inconsistent Information

Teaching the test

Differential scoring

Many of the arguments against MCT are of a regional basis and have been addressed in other areas

Failure on MCT is only one criterion--true; but it does have veto power

Madaus--in closing argument that 11,000 more Florida kids would have gotten a diploma had the cut score been lower--no Florida kid was denied a diploma

MCT is not predictive; it measures special skills

The CTBS is a competency test (Perna)

The test is not constructed to fail a number of students (Bracey)

The test error or measurement error concerns are not as much a factor as depicted for any of the MCT programs where test validation practices were adequate and where repeated testing is offered

MCT will not solve racial problems

Change in school participation with parent participation teach expection not directly tied to increased competency

There were testimonies still about special education kids that failed long after everyone conceded they (the special education kids) should not take the same test

Sincle MCT concept. Reality--numerous variations

Question 3d: What were the most persuasive points made by the pro team? The con team?

In order to see what points the audiences were picking up in the hearing and the shows, a question was asked which had them identify the most persuasive points made by each of the teams.

From the hearings. Responses to pro and con team points were clearly targeted to issues of effects on students. Statements about the pro team also frequently cited effects on curriculum and public perceptions of education. Statements about the con team did not as often contain evidence for effects on curriculum or public perception, but appeared to focus more on specific effects or factors about MCT, e.g., cut-score unreliability and other cautions about using tests. Other points even though not frequent from the con team, appear to be that resource allocations on curriculum/improvement strategies would be better than resources going to MCT. Combined pro and con team points might be characterized as providing information about (a) potential for MCT given some actual cases of positive MCT programs, and (b) pitfalls to avoid in undertaking an MCT program. Little evidence was gathered to suggest that strong information about how to implement a program was presented.

From the state visits. Below are listed the major points that were mentioned by the respondents:

Show 1

Pro

MCT identifies individual needs for remediation	31
MCT programs increase accountability, credibility and public confidence	26

Show 1

Pro (cont.)

MCT focuses objectives and improves the curriculum	26
MCT assures that necessary skills are being mastered	13

Con

No single test should be a sole criterion	39
Tests and test items are imperfect	22
MCT reduces local control of curriculum	10
Tests do not match what is taught	10
Tests are redundant sources of information	8
Minimums can become maximums	7

Show 2

Pro

Districts can have positive results	25
MCT increases accountability, credibility, and public confidence	10
Passing levels can be made with informed judgment	9
There is a better chance of students receiving instruction and remediation	8
Minority children also need the skills	8
Making choices (as in multiple choice tests) is a way of life	7
There is a low chance of repeated undue failure	7
Teachers should be involved with MCT development	5
Expect high, get high	5

Con

MCTs are culturally biased	15
Danger of misclassification and labelling of students	14
Curriculum can be narrowed	13
Tested skills do not imply success in life	10
Arbitrariness of cut-off scores	9
Evaluation should not be based on a single criterion	8
Tests often do not have curricular validity	5

Show 3

Pro

Some school districts have been successful upgrading	16
MCT increases accountability, credibility and public confidence	13
Minorities support MCT	8
There is an increase in positive attitude	7

Con

Schools can improve without MCT	21
Tests determine the curriculum	9
There will be teaching to the exams	6
Cut-off scores are arbitrary	6
Decisions should not be based solely on the test	5
There needs to be special treatment for the handicapped	5

Specific knowledge gained from the pro team's case appeared to be easily related to the three hearing issues. Individuals felt that the pro team points included that MCT could (a) assist to identify students in need of remedial instruction, (b) facilitate in assessing individual students' strengths and weaknesses, and (c) reduce discrimination in schools by identifying students' educational deficiencies and thus revealing any potential discrimination which led to the deficiencies. Effects on curriculum were related to arguments that (a) MCTs were useful for identifying instructional objectives, (b) assisted to focus curriculum across schools, districts or a state, and (c) standardized instruction resulted in more efficient remediation of basic skills and thus greater flexibility in other areas. Finally, the above points appeared to be somewhat persuasive in convincing viewers that MCT would have a positive influence on the public perception of education. An example is several viewer comments related to the fact MCTs might assist to reduce discrimination and improve educational programs.

Information gained from the con team's case can also be classified around effects on students, curriculum and public perception of education. However, the points were addressed through a different perspective and were not seen as clearly related to the hearing issues as the pro team's case. Arguments about effects on students focused on negative effects of labeling students who fail MCT, effects of unreliable tests and cut scores and effects due to lost educational opportunities if students were retained in grades or denied high school diplomas. Effects on the curriculum included reduced curriculuar emphases due to overly focused attention on minimums, teaching to the test vs. teaching toward skills or objectives and reduced number of courses available as a result of the increased number remedial classes. Effects on public perception appeared to center on the above issues and that MCTs would not by themselves have a positive impact on education or the public's perception of education.

Although the cases can be related to the three hearing issues, comments from both the edited videotapes and the hearing indicated that the audiences did not perceive the pro and con teams to address the same issues, and that neither team was directly addressing the issues. Thus, although subsequent analyses of the cases and testimony reveals that it is possible to organize the teams' cases around the issues debated in the Clarification Process, this was not apparent to the audiences. This is probably a characteristic of the personal testimony approach to presenting information. This approach is characterized by individuals giving their reactions which generally cut across issues. In the pro team's case, the general impression often was that MCTs are good, have helped focus programs and generate public support. The con team's case was more often perceived as focusing on technical issues such as the effects of using a single test for high school graduation or grade promotion/retention. The pro team's contention that MCT was only one of several criteria did not result in a clarification of this specific issue since the audience expressed confusion about the issue, i.e., individuals felt no case was made that the MCT was used as a "sole criterion." In this case the audiences felt that the pro team had "defeated or won" this point by showing that the MCTs were never used as a sole criterion. The purpose of this example is to illustrate that the viewers gained knowledge which was not necessarily related to the specific phrasing of the issues debated.

Question 3e: Who were the most effective witnesses for the pro team? For the con team?

In an effort to analyze the strength of the two teams arguments, the audiences were asked to identify which witnesses they thought were the most effective for each team. The question was asked after each show during the site visits. To help the groups keep track of the witnesses' names, they were given a list of witnesses names that appeared on each show. Below are listed the most effective witnesses for each of the shows.

Most Effective Witnesses for Pro and Con Teams

Show 1

Pro

- Michael Scriven (57)
  - Director of The Evaluation Institute, University of San Francisco
- James Popham (14)
  - Pro team leader
- South Carolina educators (13)
- Paul Sandifer (11)
  - Director of Research, South Carolina Department of Education
- Laurie Collier (8)
  - Supervisor for Business Education, Newport News Schools, Virginia
- Joseph Murray (6)
  - State Legislator, South Carolina
- Gary Leonard (6)
  - Principal, Mt. Pleasant Academy Elementary School, South Carolina
- Virginia Witness (Unspecified) (6)

Con

- Deborah Meiers (51)
  - Principal, Central Park East Elementary School, New York City
- Ralph Nader (44)
  - Director of The Center for Responsive Law, Washington, D. C.
- Ralph Tyler (38)
  - Consultant, Science Research Associate, Chicago, Illinois
- Arthur Wise (21)
  - Senior Social Scientist, Rand Corporation
- Gilbert Austin (11)
  - Co-Director, Center for Educational Research, University of Maryland
- Joseph Cronin (8)
  - Former Illinois Chief State School Officer

Show 2

Pro

- Robert Schilling (45)
  - Superintendent, Hacienda La Puerta District, California
- Robert Ebel (42)
  - Professor of Education, Michigan State University
- Ralph Turlington (26)
  - Florida Commissioner of Education
- Anthony Trujillo (10)
  - Superintendent, Mt. Tamplpair Union High School District, California
- Morris Andrews (7)
  - Executive Director, Wisconsin Education Council

Con

- Robert Calfee (34)
  - Professor of Education, Stanford University
- Robert Linn (24)
  - Department of Educational Psychology, University of Illinois
- Roger Farr (17)
  - Professor of Research in Education, Indiana Univeristy
- Patricia Shea (16)
  - Mother of Handicapped Child, Peoria, Illinois
- Lorenza Schmidt (15)
  - State School Member, California
- Shirley Chisholm (10)
  - U.S. Congresswoman
- Claire Sullivan (8)
  - Florida Association of Supervisor and Curriculum Development, President
- Mary Berry (6)
  - Commissioner and Vice Chariman, U.S. Commission on Civil Rights
- Nathan Quinones (6)
  - Executive Director, Division of High Schools, New York City
- Mel Hall (5)
  - Program Director, Sangoma University, Illinois

Show 3

Pro

- William Raspberry (33)
  - Syndicated Columnist, The Washington Post
- Detroit Educators (19)
- Clara Rutherford (19)
  - Detroit Schools School Board Member
- Craig McFadden (8)
  - Director of Psychological Services and Testing, Goldsboro City Schools, North Carolina
- Michael Priddy (8)
  - Director of Research, Planning and Evaluation, Guilford County Schools, North Carolina
- Stuart Rankin (8)
  - Assistant Superintendent, Research, Evaluation and Planning, Detroit
- Linda Spight (7)
  - Test Coordinator, Henry Ford High School, Michigan
- James Popham (6)
- Arthur Jefferson (5)
  - Superintendent, Detroit, Michigan, Schools

Con

- Gerald Bracey (20)
  - Director of Research, Evaluation, and Testing, Virginia Department of Education
- Frederico Penna (18)
  - Attorney and Colorado State Legislator

Show 3

Con (cont.)

Henry Stevens (11)
  Teacher, Camden Public Schools, New Jersey
William Shine (10)
  Superintendent, Washington Township Public Schools, New Jersey
Kathleen Gilbert (10)
  Teacher, Hope Valley Elementary School, North Carolina
Esther Lee (10)
  Title I teacher, Camden Public Schools, New Jersey
George Madaus (5)
  Con team leader
Lawrence McNally (5)
  Director of Public Services, North Port-East Port School District, New York

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The witnesses who were rated as most effective presented either persuasive points (Question 3c) or knowledge gained (Question 3a). It is also interesting to note that the pro team leader, Jim Popham, was rated as an effective witness by 14 viewers. To a lesser extent, witnesses not rated as effective were identified with inconsistent information (Question 3d). These data would be useful if further editing were to be done to produce a one-hour tape, or if one were to use only particular segments of the tapes rather than the complete three-hour set.

In summary, the Clarification Process clarified or provided clarifying information related to MCT. This statement is supported by comments related to information gained and persuasive points made. The statement is also tempered by the fact that viewers cited numerous cases where they believed misinformation was relayed. Although there was no consensus as to the misinformation, findings here support our personal judgments. Specifically, viewers indicated that individuals' testimony did leave some misimpressions. Finally, most individuals responded that they gained new information. This information is best characterized as a synthesis and overview of what exists within MCT programs. Little evidence was observed that the Clarification Process added to the body of knowledge on MCT. The objective of the Clarification Process was to provide individuals' with existing information on key MCT issues. This objective was met and appears to be a viable objective for the Clarification Process approach. Other approaches will probably be as effective when the study or research is primarily intended to add to a knowledge base or to discover new facts.

4. Did the audiences perceive the information to be useful in terms of pending policy or program decisions?

Question 4a: What was the audience's opinion of MCT before the hearings or tapes and what change occurred, if any?

Audiences both at the hearings and at the site visits were asked to rate their opinion of MCT before and after seeing the MCT Clarification Process. The results from these questions are summarized in Figure 9 for the hearing audience and in Figure 10 for the state visit audiences. Detailed responses for states are in Table 4A in Appendix E.

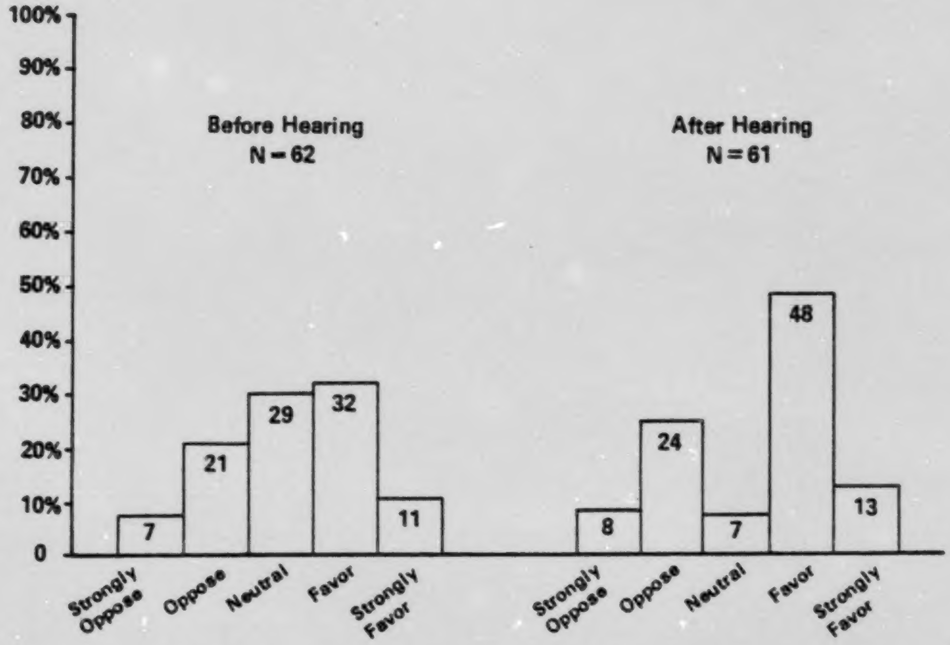

Figure 9. Hearing audiences' responses to *How Would You Rate Your Opinion of MCT?* (Responses shown in percents.)

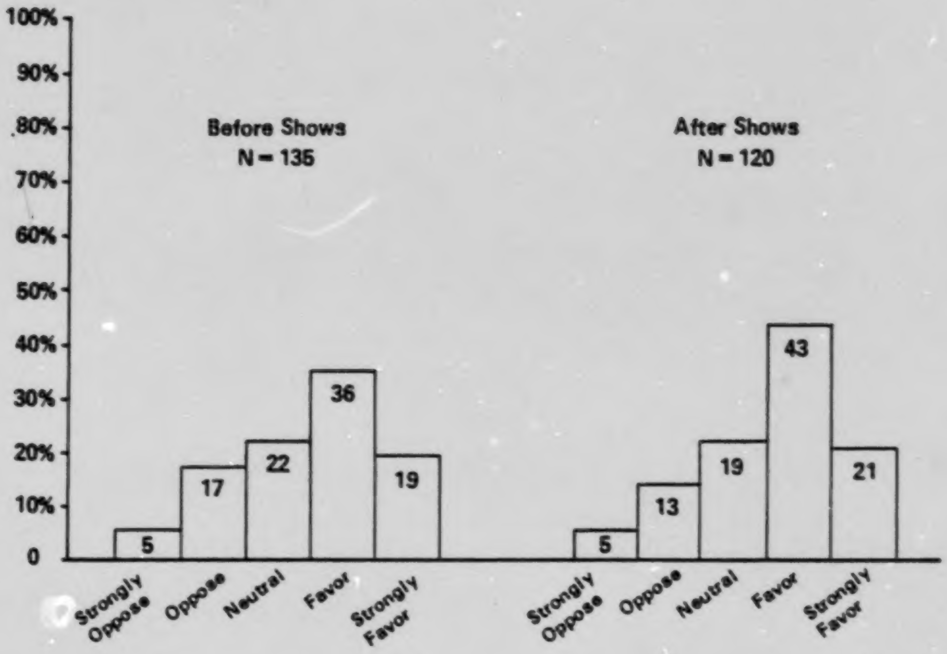

Figure 10. Site audiences' responses to *How Would You Rate Your Opinion of MCT?* (Responses shown in percents.)

Both at the hearings and at the state visits, in general, the opinion of MCT remained constant or slightly improved. It should be remembered, however, that not all the persons at the site visits were able to stay for the whole day. Montana respondents were much more favorable after viewing the shows. This is especially interesting since Montana is just beginning to consider MCT. In states where programs have been instituted to some degree - California, Florida, and Illinois - the opinions did not change appreciably. In Wisconsin, where people have been discussing the issue of MCT for awhile and where a decision is about to be made, it is not surprising to see little change from the initial opinion. In Texas it is difficult to determine from the small sample size but the tapes may have made a bipolar situation even more so.

It was not anticipated that viewing the tapes or attending the hearing would substantially change individuals' opinions for or against MCT. Instead, these data are primarily intended to provide descriptive information about opinions toward MCT across and within states. An interesting observation at the hearing which was not observed across states was the decrease in the tendency to rate neutral one's opinion of MCT. Another interesting finding is that no one in Florida was opposed to MCT. It is clear that a substantial sector within Florida does oppose MCT--at least in its current form in Florida. Thus, although most respondents in the study favor MCT, the general population is probably less in favor.

Question 4b: What MCT issues were the audience most concerned about and would the information from these shows be useful in relation to these issues?

In the site visits, after all three shows had been viewed the audience was asked to identify what MCT issues were of most concern to them and if the information in the shows might be useful to them. Listed in Table 7 are the major issues that the audiences listed as being most concerned about.

Table 7
What MCT Issues Are You Most Concerned About?
(Five or More Responses)

Impact on curriculum	17
Diploma attachment	11
Remedial program	10
Cut-off scores/standards	8
Loss of control for development	8
Criterion validity	7
Impact on minority students	6
Use or misuse of MCT results	5
Emphasis on one test	5

After identifying the issues that were important to the audiences, they were then asked if and how the information would be useful to them. Listed below are the comments to this question.

Summary of if and how information will be useful to audiences

Being aware of what practices are going on	(6)
Identifying issues for discussion	(6)
Informing public about processes and practices	(6)
Staff development workshops	(4)
To provide questions and discussion among educators	(3)
Provides persons and places who can serve as resources	(2)
In countering the "con" view	(2)
In presentations against "pro"	
Educate public about shallowness of the opposition	
In re-evaluating our tests	
Evidence to cite	
Identified outcomes as related to both curriculum and instruction	
Vivid examples for recall	
In dealing with school administration and teachers	
Districts using the tests discussed methods for involvement with positive results	
No--only raised issues I already knew about but didn't provide a basis for decision-making	
Texas has not mandated that performance on its assessment be tied to graduation promotion. This information will be helpful if that issue comes up on a statewide basis or as local districts may elect to pursue it.	
The opinion that minority students will do and achieve what is expected and taught to them.	
Minimally because level of presentation was not aimed at the technician.	
Become more active to see that Illinois retains local control policy. Arguments for local control are strengthened due to fear of centralization	

From the comments, the information will be primarily useful for making persons aware of what is presently happening and the issues that need to be addressed. It will also be useful for stimulating discussion in meetings and workshops. Few responses indicated that the information was directly useful in making a decision or choosing a direction. However, the statement "I plan on becoming more active to see that Illinois retains a local control policy" is an example of a decision or position facilitated by the Clarification Process. Again, it is positive that individuals who viewed the tapes felt they were useful for awareness or general discussion purposes. Seldom are decisions or judgments based upon "revelations" obtained from a single experience or source of information, but the information from the Clarification Process can assist with discussions, deliberations or decisions about MCT.

Question 4c: Was the audience at the hearing interested in using the three one-hour edited tapes?

One of the questions on the questionnaire distributed at the hearing asked how interested the audience would be in using the three tapes that were going to be edited from the complete hearings tapes. Fifty-five responses were obtained with 13 (22%) very interested, 29 (49%) interested and 14 (24%) not interested in using the edited tapes. This finding is fairly consistent with the responses obtained in selecting states for the site visits in which 12 states were contacted to obtain six which were willing to participate in viewing the videotapes. Similarly, it appears that approximately half the PBS stations will air the shows. Thus, some interest in the information from the Clarification Process does exist even though some form of MCT is established in approximately 38 states. The qualifier "some" is used intentionally. It is significant that five states were not interested for various reasons, and the times when the PBS broadcasts will occur are clearly not prime time. The PBS broadcasts might best be described as opportunities for others to tape for later use rather than the prime target being the PBS viewers (see PBS section for fuller discussion).

Question 4d: How useful will the information from the hearings and shows be for various functions?

Four possible functions were identified for the information from the hearing and shows. Viewers were asked to rate the usefulness of the information for performing four functions:

1. Formulating a policy about adopting an MCT program
2. Assisting with the implementation an MCT program
3. Informing the general public about MCT
4. Revising or dropping an MCT program

(The fourth function was rated only on the questionnaire given at the site visits.) Figures 11 and 12 contain responses for the hearing and state audiences, respectively. Detailed summaries are contained in Table 4d in Appendix E.

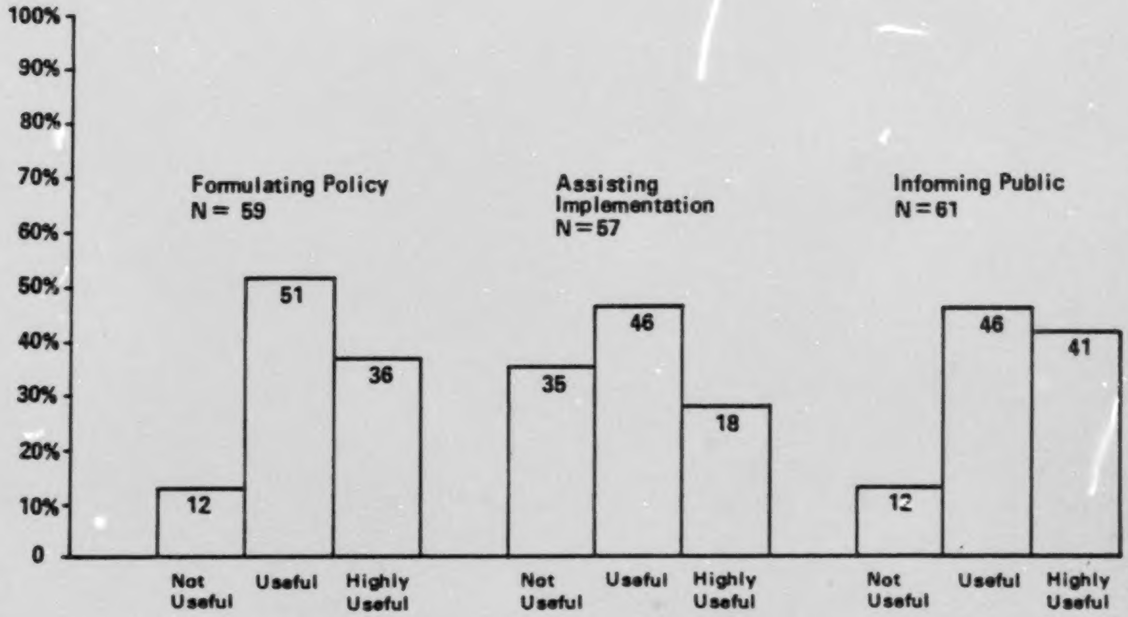

Figure 11. Hearing audiences' responses to *Rate the Use of the Information from the Hearing for Different Purposes.* (Responses shown in percents.)

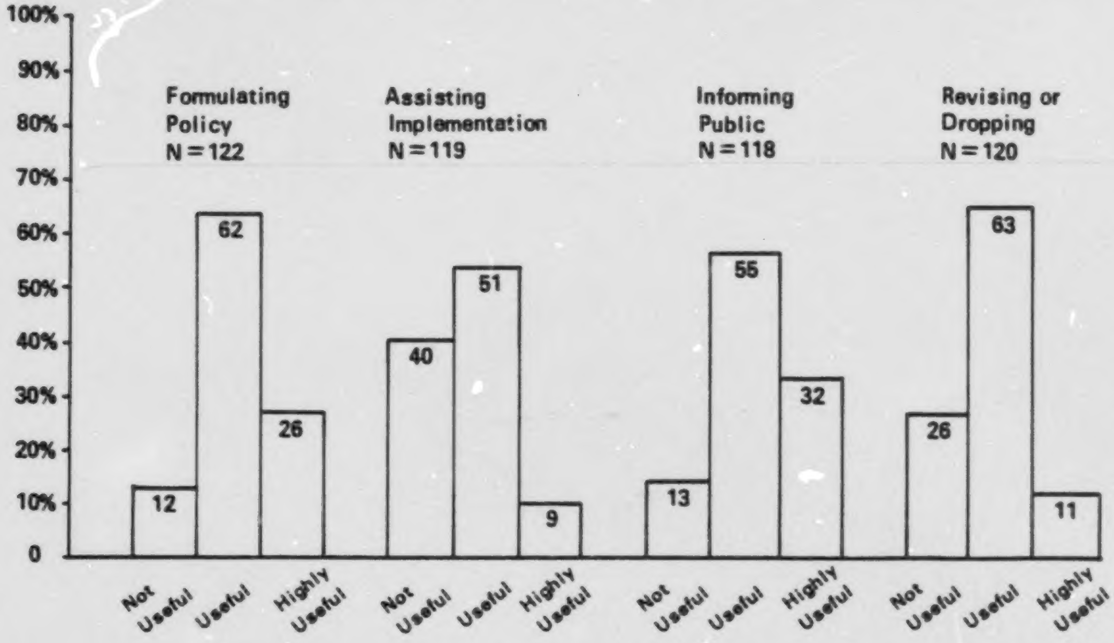

Figure 12. Site audiences' responses to *Rate the Use of the Information from these Shows for Different Purposes.* (Responses shown in percents.)

This is very important in that it reflects the overall utility of the product for the states. Some very interesting patterns can be seen from Figures 11 and 12.

First the audiences in the states and at the hearing saw the information more useful in the areas of formulating policy and informing public, and less useful in the areas of assisting implementation and revising or dropping a program. For areas of general informational need the audiences saw the information as useful. When specific information is needed, such as in the implementation or revising/dropping functions, the information was not seen as useful.

It is even more interesting to study the distribution of opinions between the different states. Views vary depending on the level of implementation currently in each state. The reactions of the audiences in Califoria and Florida were typically lower than those in the other states. For the sake of simplification, the states have been separated as to level of implementation and the weighted means are presented in Table 8

TABLE 8

Use of the Clarification Process
Weighted Mean Responses of States
Categorized by Implementation Level

3 = Highly Useful
2 = Useful
1 = Not Useful

		Formulating Policy	Assisting Implementation	Informing Public	Revising and Dropping
Legislative mandate	M=	1.9	1.5	1.9	1.7
California	N=	42	41	39	43
Florida					
MCT in use but not mandated	M=	1.7	1.9	2.3	2.1
Illinois	N=	35	25	25	24
Texas					
Pending decision	M=	2.3	1.7	2.3	1.6
Wisconsin	N=	22	21	22	21
Under consideration	M=	2.2	1.9	2.4	2.1
Montana	N=	25	24	24	24

From Table 8 it can be seen that Formulating Policy and Informing Public still rate the lowest among the four function categories, but the states now having legislative mandates usually gave lower ratings in all four categories. Consistently higher ratings were from Montana and Wisconsin where MCT is under consideration. The Informing Public category was rated highest across all four levels of MCT implementation. Apparently, information from the hearing is more useful at the beginning stages of the decision-making process and for general information than for revising existing programs or making implementation decisions on policies.

In summary, the information from the Clarification Process was rated as useful for general information and discussion. Interest exists in using the information from the videotapes based upon responses from state visits, the hearing and the PBS survey. Thus, the Clarification Process is effective using the criterion outlined in our introduction, i.e., the information should be useful as one source of influence in decisions or deliberations.

One caveat is needed in concluding that the Clarification Process accomplished the objectives outlined in Chapter I. Specifically, a high level of "self-generated" interest in using the Clarification Process information has not been evidenced to date in information obtained within this evaluation. Six states declined to participate in a one-day meeting and within states, individuals did not express overwhelming interest. In summary, once the information is viewed, positive responses are made. It is important that dissemination type efforts such as those initiated by the NIE be continued and that support, fiscal and personnel, be provided for these efforts.

5. What is the viability of this approach for other NIE efforts?

Question 5a: How does the video presentation format compare to written evaluation reports?

The Clarification Process was chosen as an alternative to the more traditional evaluation report procedure. One viability concern was whether audiences would find the Clarification Process at least as useful as a written report. Table 9 contains a summary of the responses to a question presented on the state visits questionnaire.

TABLE 9

How the Clarification Process Compares to a Written Report

	Not as good (1) N (%)	About the same (2) N (%)	Better than (3) N (%)	Number Responding	Mean	Standard Deviation
SITES						
Los Angeles, CA			12 (100)	12	3.0	0
San Francisco, CA	2 (18)	1 (9)	8 (73)	11	2.5	.8
Florida	3 (33)	2 (22)	4 (44)	9	2.1	.9
Illinois	1 (8)	2 (15)	10 (77)	13	2.7	.6
Montana	1 (4)	2 (8)	21 (88)	24	2.8	.5
Texas			10 (100)	10	3.0	0
Wisconsin	2 (10)	2 (10)	16 (80)	20	2.7	.7
Special Interest Groups	1 (17)	1 (17)	4 (67)	6	2.5	.8
TOTAL	10 (10)	10 (10)	85 (81)	105	2.7	.6

The results were overwhelmingly in favor of the video tapes as compared to a written report--81% favored the video presentation. At two of the site visits, Los Angeles and Texas, all the participants agreed that the video presentation was better. The most negative reaction came from the Florida visit.

Audiences seemed to feel that watching the video presentation was more interesting than reading a report. Their main concern was their inability to analyze and check the validity of the data for themselves. The negative response from the Florida audience could be because this question came after the third show. During the final arguments of the con team in the third show, a strong point is made that if the cut-off score for the Florida test was lowered by three points, 11,000 more students would have received their diplomas. The Florida concern stemmed from the fact that no Florida student to date has been denied a diploma based on the test. This led then to comments concerning the Clarification Process' proneness for "gross misrepresentation of facts."

For the parts of the audience that responded positively to the video presentation method, the main emphasis was the appropriateness of the tapes for a variety of audiences that specifically included parents and school board members. It was felt they might be willing to spend a few hours viewing and discussing the tapes but would probably be unwilling to invest even the same time in reading a report.

It is key to note that the viability and attractiveness of the Clarification Process rests largely on the fact that a video format was rated superior to a written format in generating audience interest and in being useful for stimulating discussion on issues. This statement does not negate the need for written materials like the User's Guide to support the videotapes. The written materials address some of the criticisms above related to checking data. Finally, it is less clear that the adversarial aspect of the Clarification Process was felt to be a strong contributor to the interest in the materials.

Question 5b: What other educational issues do you think could be covered effectively using the Clarification Process?

One indication of the audience's reaction to the Clarification Process is to find what other educational issues they feel might be addressed in a clarification hearing. Below is a listing of the topics mentioned by the audiences:

Bilingual education	(18)
School finance	(13)
Tax tuition credits	(10)
Curriculum issues	(6)
Special education and mainstreaming	(6)
Teacher evaluation	(6)
School discipline procedures	(4)
Tuition vouchers	(4)
Teacher unions	(4)
Busing and desegregation	(3)
Federal intervention and local control	(3)
Back to basics	(2)
Gifted and Talented programs	(2)
Vocational education	(2)
Private schools	(2)
Sexism in education	(2)
Parental involvement	(2)
Compensatory education	
Career education	
Beginning reading	
Art and music education	
Education in the performing arts	
Sex education	
A School's role in character building	
Methods of instruction	
Student grouping	
Computer-assisted instruction	
Competency-based education	
Teacher competency testing	
Teacher tenure	
Negotiations	
Block grants	
Differential staffing	
School organization	
School closings	
District testing programs	
Program evaluation	
Predictive testing--SAT, GRE, LSAT	
Department of Education	
Community college issues	

Evaluation of the User's Guide

One of the products of the MCT Clarification Process was a User's Guide designed to be used as a supplement to the edited tapes and the hearing.

The draft User's Guide contained the following sections:

Preface

I. Introduction (3 pages)

Background and purpose of the guide

II. Clarification Hearing: Description and Background (4 pages)

Overview of hearing, its planning, development, goals and objectives

III. The Cases: Pro and Con (13 pages)

Outline of the cases presented by the teams

IV. Discussion Guide (15 pages)

Poses questions referring to specific testimony in the hearing that a decision should address

V. Suggested Uses for Tapes and Transcripts (15 pages)

Formats for using the tapes and manuscripts

VI. Summary of Witnesses Testimony (134 pages)

Summary of each person's testimony (categorized by state or area of expertise) plus graphics presented as evidence at the hearing

VII. Resource Guide and Index (29 pages)

a. List of witnesses and location of testimony within the edited tape, the complete tapes, the hearing transcript, or the User's Guide

b. References to documentory evidence introduced at the hearing

c. Bibliography of references used by teams

Respondents were asked whether the User's Guide was useful as a supplement to the videotapes. Table 10 reveals that 86% felt it was.

A question from the site-visit questionnaire concerned the usefulness of the User's Guide for the same functions as were listed as possible uses for the edited tapes and the hearings. The questions were only asked at five of the sites because the draft was not available for the first three site visits with the special interest groups and the two California groups. It should be noted that less than half the audiences responded to these items. This response rate was likely a function of the minimal time available to review the User's Guide in a one-day session in which three hours of tapes were viewed and discussions were held about MCT and the Clarification Process. The results of this question are shown in Figure 13.

Table 10
Usefulness of User's Guide as Supplement

	No		Yes		
	N	%	N	%	N
Sites					
Florida	0	(0)	7	(100)	7
Illinois	1	(11)	8	(89)	9
Montana	2	(14)	12	(86)	14
Texas	1	(8)	11	(92)	12
Wisconsin	2	(24)	13	(77)	17
TOTAL	8	(14)	51	(86)	59

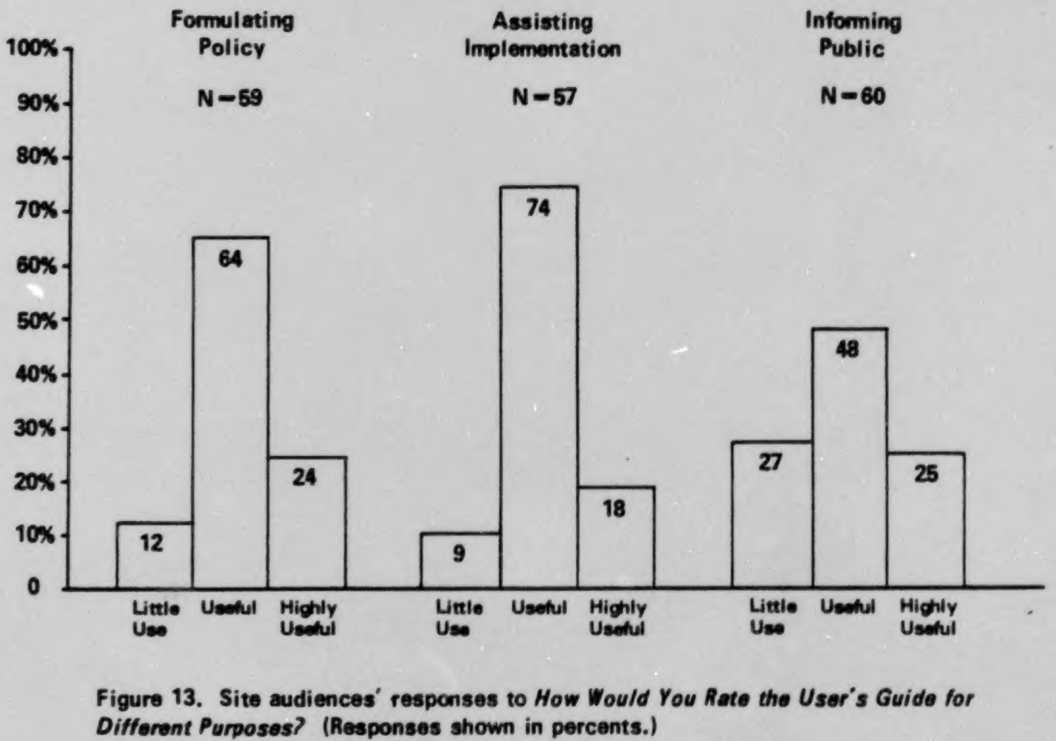

Figure 13. Site audiences' responses to *How Would You Rate the User's Guide for Different Purposes?* (Responses shown in percents.)

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The results of this question for the User's Guide differ from the results obtained when the audience was asked the same question about the edited tapes. The mean answer for all three uses is around 2.1 where "2" is "useful." Therefore the User's Guide was rated as equally useful in all three categories, although somewhat greater variability was noted for responses to informing the public. Additionally, ratings of 2.1 for the User's Guide were higher than videotape ratings for assisting with implementation (1.7), revising or dropping (1.9) and were lower than informing the general public (2.4).

This supports the conclusion stated earlier that the written materials support areas cited as weaknesses about the videotapes. The audiences responded that the User's Guide would be a useful resource after viewing the videotapes and would be more useful than the videotapes in actually making program or policy decisions. Some comments were that the User's Guide was lengthy and individuals wanted to check the representativeness of the summaries in the User's Guide with the presentations in the videotapes.

Finally, a User's Guide or written materials should be included as products in any future efforts. Based on the state visits, it appears that one or at most two hours of videotapes will be sufficient and would allow more time for attending to and using information in the User's Guide for discussion or deliberations.

Information from Public Broadcasting Services (PBS) Stations

One of the anticipated outcomes was that PBS stations across the country would broadcast the documentary and the three hearing tapes. They were originally scheduled to air September 17 and the three successive Thursdays thereafter. It was left up to the individual PBS stations whether they would broadcast the shows then, at a later time, or at all. Questionnaires regarding the broadcasting of the shows and their comments concerning the quality were sent by the Southern Educational Communication Association to the PBS stations across the country.

Twenty-eight questionnaires were returned. Of the 28, 19 (70%) planned to show at least the documentary. To get an idea of the representativeness of this sample, a random sample of 28 PBS licensees from the Directory of Information Sources for Public Television CPB were contacted to find if they had shown or were going to show the programs. Of this sample 14 (50%) responded positively. This implies that the sample of questionnnaires seems to overrepresent the percentage of stations that will air the programs.

The stations were asked to identify the dates and times that they would be showing the tapes. This information is in Table 11.

TABLE 11

Responses on Dates and Times Shows Were Aired

Respondent	**Documentary**			**Program 1**			**Program 2**			**Program 3**		
1	10/13 10/17	(11:00 p.) (noon)	3 7	10/24	(noon)	7	10/31	(noon)	7	11/17	(noon)	7
2	10/25	(5:00 p.)	1	10/25	(6:00 p.)	1	11/1	(6:00 p.)	1	11/8	(6:00 p.)	1
3	TBA			TBA			TBA			TBA		
4	9/27	(7:00 p.)	1	10/4	(9:00 a.)	1	10/11	(9:00 a.)	1	10/18	(9:00 a.)	1
5	TBA			Working with schools---								
6	9/17	(9:00 p.)	5	9/24	(9:00 p.)	5	10/1	(9:00 p.)	5	10/8	(9:00 p.)	5
7	10/8	(11:00 a.)	5	10/8	(noon)	5	10/9	(11:00 a.)	6	10/9	(noon)	6
8	12/20	(6:00 p.)	1	---								
9	9/20	(3:00 p.)	1	9/27	(3:00 p.)	1	10/4	(3:00 p.)	1	10/11	(3:00 p.)	1
10	10/3	(5:00 p.)	7	10/10	(5:00 p.)	7	10/17	(5:00 p.)	7	10/24	(5:00 p.)	7
11	9/17	(8:00 p.)	5	10/1	(8:00 p.)	5	10/8	(8:00 p.)	5	10/15	(8:00 p.)	5
12	9/24	(6:00 p.)	5	10/1	(6:00 p.)	5	10/8	(6:00 p.)	5	10/15	(6:00 p.)	5
13	10/8 10/13	(10:00 p.) (1:30 p.)	5 3	---								
14	9/29	(10:30 p.)	3	9/30	(10:30 p.)	4	10/1	(10:30 p.)	5	10/2	(10:30 p.)	6
15	9/24	(10:30 p.)	5	10/1	(10:30 p.)	5	10/3	(10:30 p.)	7	10/5	(10:30 p.)	2
16	12/19 12/21	(11:00 p.) (6:30 a.)	7 2	12/26 12/28	(11:00 a.) (6:30 a.)	7 2	1/2/82 1/4/82	(11:00 a.) (6:30 a.)	7 2	1/9/82 1/11/82	(11:00 a.) (6:30 a.)	7 2

1 = Sunday
7 = Saturday

Although some of the stations are showing the programs during evening hours, the majority are showing them during non-prime hours. It appears that the stations did not consider the MCT material to be of sufficient interest to warrant prime time broadcasts.

Two of the stations are providing a follow-up session.

Comments concerning the length of the programs and the series primarily noted that it was too long. Most stations (and this was also mentioned in the telephone calls) said that 30-minute segments are easier to schedule than 60-minute segments.

Comments concerning the production quality of the programs were also collected. For the documentary, only one station replied "average" while the rest stated "good" to "excellent." Comments were made that the content could have been condensed and that the documentary seemd biased toward the con viewpoint.

For the edited tapes, the comments weren't as positive, although six stations responded "fine" to "very good" and four said they hadn't seen the tapes yet. Comments ranged from "ho-hum," "uninspired and uninspiring" and "not as good as Advocates," to constructive comments such as "many edits," "too much data" and "content could have been condensed."

The stations were also asked to comment on the production quality, information value, and public interest of the shows compared to other shows the stations air. The data from this question are summarized in Table 12.

TABLE 12

Quality of MCT Series Compared to Other PBS Shows

	Bottom Quarter	Second Quarter	Third Quarter	Top Quarter
Documentary				
Production quality		1	11	2
Information value		3	7	4
Public interest/ marketability	1	7	6	
Three hearing shows				
Production quality	1	3	5	
Information value	1	2	4	2
Public interest/ marketability	3	3	4	

It appears that the shows were successful in production quality and informational value, but doubtful public interest caused them to be aired at non-prime times or not at all. Widespread broadcast and exposure for the Clarification Process to the general public was not obtained. General access to the videotapes will be facilitated by the PBS broadcasts. A more effective approach for reaching target audiences might be to provide a set of tapes or materials to each State Education Department and to provide dissemination support to encourage and promote the use of the materials. This proposal would require that the states have the technical capabilities needed to maintain and distribute the tapes.

The Clarification Process is a viable approach given its objectives and the outcomes. It met the major objectives cited in Chapter I but other potentially more effective and less costly variations should also be considered. This is discussed more fully in the dissemination section of the Process Findings and in the final chapter. Specific items to be considered are (a) minimizing the focus on the adversarial nature, possibly using a legislative hearing approach in which fewer witnesses might provide broader, more in-depth testimony and in which the audience might be able to forward questions; (b) reducing the length of edited videotapes from three to one or two hours; (c) placing more emphasis on the written materials to enhance the policy or implementation value of the information and (d) developing a stronger dissemination effort directed at promoting and supporting use of the materials by the intended audiences.

CHAPTER V
CONCLUSIONS AND RECOMMENDATIONS

This chapter is organized around the five major evaluation questions which are contained in Table 2. The viability question is addressed first with responses to other questions viewed as support and elaborations to it.

What is the viability of this approach for other NIE efforts?

The question of viability of the Clarification Process or variations of it for future efforts by NIE or others might be characterized as a summative question. Based upon results of information collected for this evaluation, the Clarification Process appears to be a viable approach for providing information to audiences concerned with major education or policy issues.

Clarification Process Characteristics. In recommending the Clarification Process as a viable approach, it is critical to consider what constitutes the Clarification Process. Aspects of the judicial or adversarial evaluation approach includes direct and cross-examination, use of personal judgments and testimony as well as quantitative data and is characterized by stages in a case development process. These characteristics are intended to produce a variety of information which is more comprehensive than traditional evaluation approaches. However, the Clarification Process is distinguished from traditional evaluation approaches in another important dimension. Specifically, the use of videotapes to present personal testimony is a major dimension on which the Clarification Process differs from traditional evaluation approaches. In fact, it is not possible to disentangle the effects of using videotapes as a primary reporting and dissemination technique from the effects of using the adversarial approach in the Clarification Process. Future studies might attempt to look at these factors. One way might be to use written documents from a Clarification Process or adversarial approach as a primary means for communicating the evaluation information, and compare this to the more traditional written evaluation report. Another variation would be to present the results and findings from a more traditional evaluation report by videotape. Finally, fewer witnesses testifying in greater detail might increase audience participation, decrease the adversarial nature which did not appear to strengthen the information gained and decrease the redundancy of testimony.

Given these caveats, information from this evaluation supports some areas of the process and provides cautions which might be helpful in future applications.

Audiences found the videotapes to be quite valuable in generating discussion and identifying issues related to MCT. They felt that the videotapes were much better than written evaluations. "Better" was interpreted as more interesting. Additionally, participants or potential users felt that the materials were more useful for policy or general information purposes and less useful for program implementation or revision purposes. Thus, responses to the utility of the Clarification Process are consistent with findings of Worthen and Rogers (1977) and Wolf (1979) in which adversarial approaches were more useful for summative than formative type decisions.

Respondents indicated that areas such as bilingual education, school finance, tax tuition credits, curriculum issues, special education and mainstreaming and competency based education are issues which might be addressed by the Clarification Process. Other topics are listed in Chapter 4.

Timeliness. Given a recommendation that the Clarification Process is a viable approach, it is important to offer comments separately for the edited videotapes, written materials and the hearing. First, those who participated in the sessions conducted for this evaluation provided positive reactions that the videotapes were an interesting information source. However, it is also notable and significant that 12 states were contacted to obtain a sample of six who were interested in participating in the sessions. While it is possible that factors other than their interest in the materials affected the decision not to participate in these sessions, the expressed reason in each state except one was the "untimeliness" of the information. Specifically, five states declining either (a) felt that they had already addressed the issues related to MCT, or (b) did not wish to use the Clarification Process materials because they might raise sensitive issues given the current political or policy factors within the state.

It will generally be necessary to have a movement such as MCT somewhat underway before sufficient information will be available for a study. On the other hand, if the study is conducted after most decisions and policies have been implemented, then it is less likely that the study can have an impact. MCTs have been established in approximately 38 states, and it is likely that other states have considered MCT. Thus, much information exists related to the MCT programs and many MCT decisions and policies are in place. Given this factor and the evidence that the Clarification Process information is more useful for general information in making policy level decisions, it appears that materials from the Clarification Process would be most useful in reviewing policy and informing audiences about MCT and its possible ramifications.

Use of Materials. Although the Clarification Process materials appear to assist in highlighting issues which might need to be addressed in implementing or revising an MCT program, they do not provide specifics on MCT implementation type decisions. These might include how to maintain student records in MCT programs, how to ensure test security, how to handle reciprocity of MCTs across school districts, steps to take in developing MCTs and setting standards. The User's Guide will be more useful than the videotapes in this area. Thus, the combination of User's Guide and videotapes appear to have value even in states or areas where MCT programs are established. This use ranges from reviewing current policy or implementation decisions to identifying issues which have not been adequately addressed to simply informing audiences, e.g., a school board, about the range of issues in MCT.

The Hearing. The hearing which was an integral part of the Clarification Process was not well attended. Several reasons were cited in Chapters 3 and 4. The strongest explanation appears to be the fact that individuals are not able or interested in committing three days to attending a hearing. Rather, the information in the shorter edited videotapes and User's Guide appear to have more interest. Given that individuals who attended the hearing and viewed the videotapes felt that some additional information was attained in the hearings, future applications should maintain some interest in the audience for the hearing. Interest in attending a hearing will be greater if the hearing is less than three days, i.e., a one- or at most two-day hearing. Attendance at a hearing might increase if earlier invitations were sent or if regional hearings were held in major population areas, e.g., Wolf's handicapped hearings.

Finally, the actual hearing might be critical for state or local applications of the Clarification Process in which local audiences were the primary focus. For a national study such as the Clarification Process, it is possible that the hearing can simply be the vehicle to get the edited videotapes. Given these factors, the NIE should not maintain the hearing audience as a major target for the outcomes of future Clarification Process applications without implementing a strategy to increase interest and attendance. These strategies could include (a) sponsoring regional meetings or hearings and (b) opening the hearing to inquiries or responses from the audience to increase the participation and potential pay off for any attending the hearings.

Did the information presented add to the current understanding and knowledge of Minimum Competency Testing?

Results from this evaluation provided evidence that individuals gained awareness-type knowledge as a result of attending the hearing and viewing the edited videotapes. The knowledge gained can be characterized as either reinforcement of existing ideas or identification of new issues to consider. Numerous examples of misinformation were cited by viewers, although there was no consensus as to specific items. It appears the Clarification Process is best described as having synthesized existing information which is helpful in understanding and discussing MCT. As elaborated earlier, knowledge from the pro team's case was more easily and directly identified with the three MCT issues debated in the Clarification Process. Other evaluation approaches will likely be as efficient if the objective is to generate new knowledge about an area rather than to summarize or highlight existing information.

Did the audiences perceive the information to be useful in terms of pending policy or program decisions?

Opinions did not appear to change pro or con as a result of viewing the edited videotapes. However, it appeared that those initially neutral toward MCT had moved toward either pro or con positions following the hearings but not in the state visits.

Audiences clearly felt the information from the Clarification Process was more useful for general information or discussion than for implementation or program revision decisions. The User's Guide was more useful than the videotapes for the latter. General interest in using the information was expressed. However, it is important to note that those participating in the hearing, state visits or PBS survey represent the most interested in using the information.

It appears the three one-hour edited videotapes are somewhat redundant and, in any event, too long to be used with SEA or LEA audiences. Several participants suggested that a one-hour tape summarizing the key points would be more useful. A one- or at most two-hour tape will be more helpful in training sessions. The reduced time in viewing edited videotapes can be used more productively to review materials in the User's Guide and to facilitate discussions and interactions among the audience in the session. In summary, the audiences felt (a) the information from the videotapes was useful, (b) three hours of videotapes were not needed and (c) the User's Guide is a valuable addition to the videotapes.

Finally, it is recommended that a greater proportion of attention or resources be provided to promoting use and dissemination of shorter videotapes and a User's Guide to capitalize on the potential benefits. If few individuals or agencies actually use the materials, it will not much matter that they would have liked them if they had used them. Recommendations included providing the materials directly to State Education Departments and providing training support for disseminating those materials.

Did the information presented represent a fair diversity of viewpoints on each issue that was seen as illuminating and clarifying?

The audiences felt that a variety of viewpoints was presented during the hearings, and that a fair debate of the issues was provided. Thus, the proposed advantage of the Clarification Process to provide a diversity of viewpoints which fairly represents both sides of an issue was accomplished. Although individuals felt that both cases were presented clearly, the pro team's case was rated slightly stronger than the con team's in clarity of presentation. As discussed under information learned, this is partly attributable to differences in arguing for or against an issue as well as any factors related to the team's effectiveness. Finally, it appears based on experiences from the Clarification Process and other applications of the adversarial approach, that pro and con sides of issues will generally rest on different assumptions and arguments or at least differing values assigned to these. These differences are likely to leave viewers or an audience with the impression that slightly different issues were posed by the two sides. This appears to be a natural characteristic which will be associated with pro and con-type arguments.

A recommendation for the case development stages of the Clarification Process is to use the experiences from the Clarification Process in assisting to focus arguments around issues and to anticipate that arguments will not be perfectly "responsive to each other." Again, presenting information through individuals testifying vs. through written documentation will probably affect the degree to which the arguments are perceived to be directly responsive to each other. That is, it is easier to lay out arguments in a point-counterpoint fashion when communicating in written form than in a hearing setting.

Audiences also felt that comprehensive cases were provided by the pro and con teams, with the pro team's case viewed as more comprehensive. Responses as to whether important data were presented or omitted, or whether misinformation was conveyed also support that the Clarification Process resulted in comprehensive information at the policy or general information level.

As specified earlier, gaining information related to actual program implementation issues and more discrete level decisions were not cited as strengths of the Clarification Process. The focus was on the more general questions rather than the specifics. One can hypothesize that issues framed on operational aspects of MCT programs might not be clarified by the Clarification Process. An example is, "Should alternate forms of an MCT be developed to facilitate test security and repeated assessments of students." The Clarification Process is best suited for the larger issues and more traditional approaches will probably be at least as well suited for the operational, formative type decisions. In the question on alternate test forms, it might be effective to simply gather information and present advantages and disadvantages which would need to be considered in deciding whether to use multiple test forms. Given the advantages and disadvantages, it is likely that a decision could be made.

How appropriate were the format and structure of the Clarification Process in presenting MCT issues, i.e., in what ways did the Clarification Process help or hinder the presenting of MCT issues?

Respondents in this evaluation valued as interesting the use of individual testimony and personal judgment in presenting MCT issues. This aspect of the hearings and videotapes is a strength. The use of individual testimony is not necessarily a characteristic associated with the Clarification Process or adversarial approaches. It might be equally possible to present evaluation data using other approaches by incorporating video presentations.

Although the process of using direct and cross-examination was rated to enhance the presentation of issues, comments suggested that cross-examination was not particularly effective in some cases. Since no advantages were cited for the attorneys who conducted direct and cross-examination, it does not appear that legal training necessarily increases the effectiveness of direct or cross-examination. This statement is made in light of the fact that several persons at the hearing and in state visits cited that the Clarification Process participants were not experienced in direct and cross-examination. At the same time, there was no indication that the participating attorneys were more effective than the nonattorneys.

A dry run or practice session should be given prior to the hearings. This "dress rehearsal" would sharpen the direct and cross-examination and is likely to be as effective as any legal background or training.

Process Recommendations

The following conclusions and recommendations are offered in light of the strengths and weaknesses of the Clarification Process addressed above. These are offered to faciliate future applications or considerations of the Clarification Process. The following are specific issues which will likely arise and decisions which will need to be made in conducting a clarification type process.

Advisory group. It is recommended that a project involve an advisory or constituency group in designing the study, recommending participants and suggesting issues. The model used by the NIE in the Clarification Process was to place great importance on the advisory group in this area. This facilitated support for and modifications to the study.

Timelines. The timelines for the Clarification Process from the initial team meetings to the hearings was approximately 10 months. This seems a reasonable time given the national scope of the Clarification Process. However, it is important to note that planning and initiating the study also covered approximately 10 months. The level of effort needed for the Clarification Process was greater than anticipated. Decreasing burdens by using information gained in managing the

Clarification Process, restricting and coordinating data collection across teams and reducing hearing days will minimize the level of effort needs. It is likely that in future applications the scope, i.e., national or local, and focus of the study will have more impact on the timelines and level of effort needed to conduct the study than whether a Clarification Process or other approach is adopted.

Participant selection. The procedures used to select the team leaders and hearing officer(s) resulted in nationally known individuals serving in the roles of team leaders and hearing officer. It is difficult to estimate the criticalness of national recognition and acceptance for these roles. However, recognition is likely to be more critical in a national study such as the Clarification Process than in studies conducted by state or local agencies. Thus, the availability of individuals such as those used in the Clarification Process is probably more crucial in national studies than in local or state studies.

In future applications, the Clarification Process might better be managed by the hearing officer rather than a third party contractor if the hearing officer has the time and resources available to perform this role. An example of this role was the Northwest Regional Educational Laboratory's role in the Hawaii 3 on 2 application. If the sponsoring agency, in this case the NIE, felt it was appropriate and had resources to manage the Clarification Process, this role could be served by the sponsoring agency in future studies. Again, and it is important to note, that in the Clarification Process the NIE intentionally did not take a major decision-making role given that MCT is primarily the jurisdiction of state and local agencies. Thus, NIE intended for the Clarification

Process to operate fairly independently. It was clear that management was a key role in both logistics and decisions required throughout the Clarification Process. It is possible that a state agency or local agency might desire and be able to manage a study in future applications.

Composition of teams. The pro and con teams differed in composition and structure, primarily as a result of the type of individuals on the teams and the proximity of the team members to each other. Our conclusions were that the problems of logistics and communication for the con team were greater than those for the pro team. The potential benefit for this constraint was wider representation on the con team and greater distribution of case development activities across team members. Other than the relatively greater difficulty in communication for the con team, it did not appear that the team differences clearly affected the quality or scope of the cases subsequently developed. The pro team was rated to have a clearer, more comprehensive case. Again, it is difficult to separate the effect of the composition of teams from the effect of the assignment to pro or con issues. It is likely that slightly different cases will be developed for pro and con issues and that these differences effect needs for different team compositions.

Case development stages. The stages used in developing the cases for the Clarification Process generally appear adequate. A major stage was the framing and selecting of issues. Although this will continue to be an important stage, it is felt that the Clarification Process or similar approaches can become even more efficient through reduced time or resources devoted to this stage. The work done in the Clarification Process and thoughts provided by the team leaders (Popham 1981; Madaus 1981) will facilitate issue generation in future applications. Again, it might assist if participants realize that the final pro and con cases are likely to address slightly different subissues and that these differences are a natural by-product of the side of the issue being debated.

Another finding is that the tension in the Clarification Process case development increased when the hearings neared and the teams were not always consistent in meeting deadlines. Meeting deliverables such as position statements, plans for direct examination and cross-examination should be followed and given a high priority. This will facilitate developing cases responsive to each other and will minimize tensions during the case development.

Tensions occurring between teams during the case development appear to be a characteristic of the Clarification Process and other adversarial approaches (Worthen and Rogers, 1977). The issue of whether some sites fit the MCT definition created tensions in this effort. The issue of whether certain evidence could be challenged was another example in the Hawaii 3 on 2 project. These examples raise questions about the objectives to win vs. to clarify. It is clear that the intent of participants was to clarify. It is not clear in adversarial approaches when the balance of building the strongest cases moves from a positive objective to clarify to a distracting objective to win. The basic point to be learned is that the adversarial process is likely to result in tension between teams. It is probably not possible to eliminate this tension. Instead, it is recommended that tension be anticipated and that knowing and anticipating the tension will tend to minimize any negative effects on participants or the process.

Definitions and stipulated agreements. Evidence in this evaluation indicates confusion among the hearing and state site audiences concerning the definitions and stipulated agreements used in the Clarification Process. It is recommended that greater attention be given to explaining the definitions. The fact the teams disputed whether some programs fell within the MCT definition is evidence of the sensitiveness of clearly understanding the definitions. Finally, the stipulated agreements were briefly reviewed at the hearing and in the edited tapes. Audiences cited the handicapped testimony as an example of a potential stipulated agreement which was addressed in the hearing. It was felt by some that MCT with handicapped students could have been a stipulated agreement. However, it was also expressed that the testimony on handicapped children served to more clearly explain the pro and con teams' positions than did the stipulated agreements on other issues. If it is not desired to use direct or cross-examination in introducing stipulated agreements, it is important to review the reasons the teams have agreed to the stipulated agreements.

Arrangements for the hearings. Logistics and details for the hearing appeared to be satisfactory in most cases. An exception was the attention given to the audience at the hearing. The audience at the hearing was felt by NIE to be an important component of the Clarification Process, even though the ultimate products were the videotapes. A shortened hearing of one or two days with earlier invitations to attend the hearing will facilitate greater participation. Additionally, regional hearings could be sponsored if audience participation is important. Finally, in a national study such as the MCT Clarification Process, the importance of an audience at the hearing could be viewed as minimal with greater attention given to disseminating the products from the hearing.

NIE has widely disseminated information about the videotapes and materials from the Clarification Process. Other efforts might maximize the impact and influence of the materials from the Clarification Process. In future applications it would be desirable to have (a) a training package consisting of a one- or two-hour edited videotape, written materials and trainer's guide, and (b) a dissemination plan in which resources would be devoted to setting up and providing technical assistance-type sessions to intended audiences.

The Clarification Process findings suggest that even extensive information from a three-day hearing can probably be edited into a one- or two-hour tape. Additionally, a one- or two-hour tape can facilitate interactions and will allow more time for interactions. A one-day training or dissemination session is suggested due to the interest, logistics and economic restraints found in longer sessions.

The decision to disseminate materials through the PBS stations appeared to be effective in the sense that wide awareness was generated of the Clarification Process. However, there does not appear to be wide-spread interest in using three hours of information on MCT. If PBS broadcasts were to be considered for dissemination in future applications, it is recommended that at most a one-hour show be developed as a product of the process. Additionally, the decision to disseminate the Clarification Process' edited tapes through the PBS stations affected the perceptions of the Clarification Process participants. These effects included types of witnesses used, cases argued and logistics concerned with taping these shows. While the influence of PBS might be argued by some, it is likely that Sidney Poitier and Ralph Nader would not have been proposed as witnesses had not these shows been planned for broadcast on PBS stations. Although it is uncertain whether the impact of the PBS broadcast materially affected the final cases presented by the teams, it is clear that these broadcasts contributed to the tensions and concerns felt by the participants in the Clarification Process. Disseminating videotapes and materials directly to State Education Agencies might be more effective and efficient than through PBS stations.

Conclusions

This evaluation reports addressed the process and outcomes from the MCT Clarification Process. It appears that the Clarification Process is a viable approach for studying major education or policy issues. The information produced from this application appears to be most useful for summative or general information purposes. Recommendations based upon experiences from the Clarification Process will be helpful in future applications.

It is also recommended that future studies or efforts attempt to begin addressing the extent to which the adversarial nature of the Clarification Process, rather than the use of individual's testimony and presentation through videotapes, contributed to the positive evaluations of the Clarification Process. It was not clear in the study that the positive outcomes were dependent upon the adversarial aspect of the Clarification Process or more a function of the videotapes and individuals' testimony. Efforts for studies in this area will enhance evaluation utilization and impact.

Finally, it is likely that reduced days for a hearing, shorter edited tapes, fewer witnesses presenting more in-depth testimony and more direct dissemination to a narrower audience will result in a less costly effort with similar or greater impact.

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Appendix A

Questionnaire Distributed

at

MCT Clarification Process Hearing

12. In your opinion what were the most persuasive points made by:

a. pro team ______________________________

____

____

b. con team ______________________________

____

____

13. Overall, what do you think are the strengths of the hearings?

14. Overall, what do you think are the weaknesses of the hearings?

Any other comments with specific examples are welcome and needed. Feel free to provide them directly below or by contacting Gary D. Estes, Northwest Regional Educational Laboratory, 300 S.W. Sixth Avenue, Portland, Oregon 97204, 1 (800) 547-6339.

Thank you.

Hearing Evaluation Form

The Department of Education's National Institute of Education has instituted a major national project aimed at clarifying some of the most salient issues concerning Minimum Competency Testing (MCT) and its potential effect, positive or negative, on students and the quality of education programs. This project is designed to:

1. encourage the presentation of diverse viewpoints and differing interpretations of Minimum Competency Testing (MCT) policy and programs in an organized and public manner;
2. consider the perceptions of those who are or will be affected by the existing or emerging policy; and
3. promote a fair and reasoned debate of the issues.

Your perception of the effectiveness of the Clarification Hearing is needed not only to evaluate this particular application but also any potential applications in the future. Please respond to the enclosed questions which will be collected at the door as you leave for the day.

* * *

Which other day(s) have you attended the hearings?

☐ JULY 8 ☐ JULY 9

Which type of agency do you represent?

☐ FEDERAL ☐ STATE ☐ LOCAL ☐ NATIONAL ORGANIZATION ☐ OTHER

Which one of the following three categories best represents your role or the role of individuals in your organization?

☐ Responsible for policies about whether a minimum competency testing (MCT) program should be implemented (Examples: school board members, state legislators)

☐ Responsible for the implementation of an MCT program (Examples: school administrators, teachers)

☐ Directly affected by an MCT program (Examples: parents, special interest groups)

☐ Others ______________

Over ▶

__Directions__: Place an ☒ in the box after each item which best represents your response.

	Strongly Favor	Favor	Neutral	Oppose	Strongly Oppose
1. How would you rate your opinion of Minimum Competency Testing (MCT) __before__ these hearings?	☐	☐	☐	☐	☐
How would you rate your opinion of MCT __after__ the hearings?	☐	☐	☐	☐	☐

	Very Knowledgeable	Knowledgeable	Some Knowledge	Little or No Knowledge
2. a. How would you rate your knowledge of MCT before the hearings?	☐	☐	☐	☐

	No New Knowledge	Some New Knowledge	Substantially Greater Knowledge
b. Did you gain any new knowledge from the hearing?	☐	☐	☐

Briefly list:____

____

____

	Strongly Agree	Agree	Disagree	Strongly Disagree
3. The hearings provided a fair debate of the issues.	☐	☐	☐	☐
4. The process of using testimony and cross-examination enhanced the presentation of issues?	☐	☐	☐	☐
5. The two teams presented a comprehensive case in support of their positions?				
a. pro team	☐	☐	☐	☐
b. con team	☐	☐	☐	☐
6. Arguments were presented clearly by:				
a. pro team	☐	☐	☐	☐
b. con team	☐	☐	☐	☐
7. The use of individuals' subjective judgments enhanced the presentation of issues.	☐	☐	☐	☐
8. A variety of viewpoints was presented during the hearings?	☐	☐	☐	☐

	Yes	No
9. Were the most important MCT issues addressed in the hearings?	☐	☐

What others, if any, might have been more important?

____

____

____

	Very Interested	Interested	Little or No Interest
10. Would you be interested in using the three one-hour edited tapes from the hearings?	☐	☐	☐

	Highly Useful	Useful	Little or No Useful
11. Rate the use of information from the hearings for:			
a. formulating policy about adopting an MCT program	☐	☐	☐
b. assisting with implementing an MCT program	☐	☐	☐
c. informing the general public about MCT	☐	☐	☐
d. other, please specify______________________________	☐	☐	☐

____

____

Please Continue
▼

Appendix B

Letter Sent to State Departments Concerning Site Visits

Northwest
Regional
Educational
Laboratory
300 S.W. Sixth Avenue • Portland, Oregon 97204 • Telephone (503) 248-6800

September 25, 1981

Dr. Thomas Fisher
Student Assessment
580 Knott Building
Tallahassee, Florida 32301

Dear Thomas:

The Northwest Regional Educational Laboratory is currently involved in evaluating the videotapes and written materials produced from the NIE CLARIFICATION Hearings on minimum competency testing. Part of that evaluation involves meeting with groups of practitioners and policy makers in various states and collecting their views on the usefulness of the videotapes. After talking with your office on Thursday, I decided it might help to send you some more information about the meeting we propose.

A possible agenda for the meeting is listed below. The agenda is flexible, and it might be desirable to adjust the agenda. For example, if most of the participants view the PBS broadcasts, it might be desirable to view all the tapes and then discuss/evaluate the materials. However, I assume that it is likely that many will not have viewed the tapes.

Morning

I.	Review of Clarification Process	9:00 - 9:20
II.	Introduction to Purpose of the Session	9:20 - 9:30
III.	Viewing of the First Videotape	9:30 - 10:30
	Break	
IV.	Discussion of Appropriate Section of User's Guide	10:40 - 11:00
V.	Collection of Participant Reactions	11:00 - 11:45
	Lunch	11:45 - 1:00

Afternoon

VI.	Viewing of the Second Videotape	1:00 - 2:00
VII.	Discussion of Appropriate Section of User's Guide	2:00 - 2:10
VIII.	Collection of Participant Reactions	2:10 - 2:40
	Break	
IX.	Viewing of Third Videotape	2:50 - 3:50
X.	Discussion of Appropriate Sections of User's Guide	3:50 - 4:00
XI.	Collection of Participant Reactions	4:00 - 4:30

It is also helpful to outline the audiences which we think might provide input related to the information and format of the Clarification Process videotapes and materials. We are flexible and want to work with you to be sure that the group(s) will meet your needs and priorities as well as ours.

Participants	Approximate Numbers
SEA Representatives	
Chief State School Officer or Representative	1
State Testing Director	1
School Board Member	2
LEA Representatives (large and small districts)	
Superintendent	3
Testing Coordinator	3
Curriculum Specialist	2

Participants	Approximate Numbers
Teacher (representative of teachers' organizations)	3
School Board Member	2
Legislative Representative	
State Legislator or representative such as legislative analyst	2
Special Interest Groups' Representatives	
Specific groups particularly important with state	3

Our plans are to collect data in states the last week of October and first week of November. We will be happy to work out a date which will be convenient to you.

I look forward to talking with you about our project. Thank you for your time.

Sincerely,

Randy Demaline
Evaluation of MCT Clarification Process

RD:psp

Appendix C

Questionnaire Distributed
to
PBS Stations
Concerning
"Who's Keeping Score" Series

5. How many of these institutions, to your knowledge recorded the programs or requested tapes of the programs for later use?

Agency	Recorded	Requested Tapes
School Districts		
Community/junior colleges		
Four-year colleges/universities		
Others (please specify)		

If you can provide a listing of the above institutions and agencies, please attach it.

6. What is your opinion of the hearings format to clarify or inform audiences about major educational issues?

7. If a similar hearings approach is used to address other educational issues, what improvements would you suggest for the production of series based on the proceedings?

8. Please provide any other comments you wish to make about WHO'S KEEPING SCORE.

Person responding, Title

Station/Network

PUBLIC TELEVISION STATIONS
EVALUATION FORM FOR
WHO'S KEEPING SCORE?
Minimum Competency Testing Television Series

The Department of Education's National Institute of Education has instituted a major national project aimed at clarifying some of the most salient issues concerning Minimum Competency Testing (MCT) and its potential effect, positive or negative, on students, curriculum and the quality of education programs. This project is designed to:

1. encourage the presentation of diverse viewpoints and differing interpretations of Minimum Competency Testing (MCT) policy and programs in an organized and public manner;
2. consider the perceptions of those who are or will be affected by the existing or emerging policy; and
3. promote a fair and reasoned debate of the issues.

Your perception of the effectiveness of the television series on Minimum Competency Testing (MCT) is needed not only to evaluate this application of television but also any potential applications in the future. One form should be completed for your station. Please respond to the enclosed questions and return in the self-addressed envelope by October 23, 1981.

Please return to: by October 23, 1981	Reta Richardson Southern Educational Communication Association P. O. Box 5966 Columbia, South Carolina 29250

THANK YOU.

1. Did or will your station air any of the four 60-minute programs in the series?

Yes No

a. If no, why not ________________

b. If yes, which one(s) and when

	Date(s)	Time(s)
Program 1 (Documentary)	____	____
Program 2 (Hearing Day 1)	____	____
Program 3 (Hearing Day 2)	____	____
Program 4 (Hearing Day 4)	____	____

c. Was there a local follow-up discussion produced and broadcast?

Yes No

If yes, after which programs:

Show	Date	Time
Program 1 Documentary	____	____
Program 2 Hearing Day 1	____	____
Program 3 Hearing Day 2	____	____
Program 4 Hearing Day 3	____	____

Other follow-up: ________________

2. What are your opinions of the following element(s) of the mini-series?

a. Length of programs (60 minutes): ________________

b. Length of series (4 programs): ________________

c. Production quality of Program 1 (The Documentary): ________________

d. Production quality of Programs 2-4 (Hearing Days Highlights): ________________

3. How does the MCT mini-series compare to other shows your station has aired?

	Bottom Quarter	Second Quarter	Third Quarter	Top Quarter
Documentary show:				
Production quality	☐	☐	☐	☐
Information value	☐	☐	☐	☐
Public interest/ marketability	☐	☐	☐	☐
Three hearing shows:				
Production quality	☐	☐	☐	☐
Information value	☐	☐	☐	☐
Public interest/ marketability	☐	☐	☐	☐

4. Approximately how many of the following educational institutions are in your broadcast coverage area?

Agency	Number
School Districts	____
Community/junior colleges	____
Four-year colleges/ universities	____
Other (please specify)	____

____

PLEASE CONTINUE

Appendix D

Questionnaire Distributed
at
Site Visits
for the
Edited Videotapes

Evaluation Form
for
Minimum Competency Testing Clarification Hearing
Videotapes

The Department of Education's National Institute of Education has instituted a major national project aimed at clarifying some of the most salient issues concerning Minimum Competency Testing (MCT) and its potential effect, positive or negative, on students and the quality of education programs. This project is designed to:

1. encourage the presentation of diverse viewpoints and differing interpretations of Minimum Competency Testing (MCT) policy and programs in an organized and public manner;

2. consider the perceptions of those who are or will be affected by the existing or emerging policy; and

3. promote a fair and reasoned debate of the issues.

Your perception of the effectiveness of the Clarification Hearing shows is needed not only to evaluate this particular application but also any potential applications in the future.

Thank you for your assistance.

1. How would you rate your opinion of Minimum Competency Testing (MCT) before viewing these showings?

Strongly Favor	Favor	Neutral	Oppose	Strongly Oppose
☐	☐	☐	☐	☐

2. How would you rate your knowledge of MCT before viewing these showings?

Very Knowledgeable	Knowledgeable	Some Knowledge	Little or No Knowledge
☐	☐	☐	☐

3. Did you see the documentary on MCT, "Who's Keeping Score", that was aired previous to these showings?

Yes	No
☐	☐

Questions Concerning Show One

	Yes	No
1. Have you seen this show before?	☐	☐

	Strongly Agree	Agree	Disagree	Strongly Disagree
2. A variety of viewpoints on MCT were presented in this show.	☐	☐	☐	☐
3. This show presented a fair discussion of MCT issues.	☐	☐	☐	☐
4. Arguments were presented clearly by				
a. the pro team	☐	☐	☐	☐
b. the con team	☐	☐	☐	☐

	No New Knowledge	Some New Knowledge	Substantially Greater Knowledge
5. Did you gain any new knowledge about MCT from this show?	☐	☐	☐

6. What, if any, was the most important new knowledge you gained from this show and how will you use it?

7. Was there any information presented that was inconsistent with what you know about MCT?

8. Was there any information that you feel was not useful in clarifying the MCT issues?

9. What were the most persuasive points made by

   a. the pro team?

   b. the con team?

10. Who were the most effective witnesses for

    a. the pro team and why?

    b. the con team and why?

11. Any general comment about this show?

Questions Concerning Show Two

	Yes	No
1. Have you seen this show before?	☐	☐

	Strongly Agree	Agree	Disagree	Strongly Disagree
2. A variety of viewpoints on MCT were presented in this show.	☐	☐	☐	☐
3. This show presented a fair discussion of MCT issues.	☐	☐	☐	☐
4. Arguments were presented clearly by				
a. the pro team	☐	☐	☐	☐
b. the con team	☐	☐	☐	☐

	No New Knowledge	Some New Knowledge	Substantially Greater Knowledge
5. Did you gain any new knowledge about MCT from this show?	☐	☐	☐

6. What, if any, was the most important new knowledge you gained from this show and how will you use it?

7. Was there any information presented that was inconsistent with what you know about MCT?

8. Was there any information that you feel was not useful in clarifying the MCT issues?

9. What were the most persuasive points made by

   a. the pro team?

   b. the con team?

10. Who were the most effective witnesses for

   a. the pro team and why?

   b. the con team and why?

11. Any general comment about this show?

Questions Concerning Show Three

	Yes	No		
1. Have you seen this show before?	☐	☐		
	Strongly Agree	Agree	Disagree	Strongly Disagree
2. A variety of viewpoints on MCT were presented in this show.	☐	☐	☐	☐
3. This show presented a fair discussion of MCT issues.	☐	☐	☐	☐
4. Arguments were presented clearly by				
a. the pro team	☐	☐	☐	☐
b. the con team	☐	☐	☐	☐
	No New Knowledge	Some New Knowledge	Substantially Greater Knowledge	
5. Did you gain any new knowledge about MCT from this show?	☐	☐	☐	

6. What, if any, was the most important new knowledge you gained from this show and how will you use it?

7. Was there any information presented that was inconsistent with what you know about MCT?

8. Was there any information that you feel was not useful in clarifying the MCT issues?

9. What were the most persuasive points made by

a. the pro team?

b. the con team?

10. Who were the most effective witnesses for

a. the pro team and why?

b. the con team and why?

11. Any general comment about this show?

Final Questions about the MCT/CP

	Strongly Favor	Favor	Neutral	Oppose	Strongly Oppose
1. How would you rate your opinion of MCT after viewing all three shows?	☐	☐	☐	☐	☐

	Strongly Agree	Agree	Disagree	Strongly Disagree
2. The Clarification Process' use of individuals' testimony and personal judgments enhanced the presentation of the MCT issues.	☐	☐	☐	☐
3. The Clarification Process' use of direct and cross-examination enhanced the presentation of the issues.	☐	☐	☐	☐
4. The Clarification Process provides an opportunity for a fair discussion of the MCT issues.	☐	☐	☐	☐
5. Comprehensive cases in support of their position were presented by				
a. the pro team	☐	☐	☐	☐
b. the con team	☐	☐	☐	☐

6. Was there any important information that was omitted from the shows by either the pro or con teams?

7. Do you feel that there are more important MCT issues that were not addressed by the show?

8. What MCT issues are you most concerned about?

9. Do you think the information in these shows will be useful to you in relation to these issues? How?

10. Rate the use of the information from these shows for:

	Highly Useful	Useful	Little Use
a. formulating a policy about adopting an MCT program	☐	☐	☐
b. assisting with the implementation of an MCT program	☐	☐	☐
c. informing the general public about MCT	☐	☐	☐
d. revising or dropping an MCT program	☐	☐	☐

11. How does the video presentation format compare to well written evaluation reports?

The shows are better than a written evaluation.	☐
The shows are about the same as a written evaluation.	☐
The shows are not as good as a written evaluation.	☐

Comments

Questions about the Clarification Process

1. Based on these shows, what do you think are the strengths of the Clarification Process?

2. Based on these shows, what do you think are the weaknesses of the Clarification Process?

3. What other educational issues do you think could be covered effectively using the Clarification Process?

Questions Concerning the User's Guide

	Yes	No
1. Is the User's Guide useful as a supplement to the shows?	☐	☐

Comment(s):

2. How would you rate the User's Guide for

	Highly Useful	Useful	Little Use
a. formulating a policy about adopting an MCT program	☐	☐	☐
b. assisting with the implementation of an MCT program	☐	☐	☐
c. informing the general public about MCT	☐	☐	☐

3. What do you like about the User's Guide?

4. Are there any changes that you would suggest that would make it more usable?

APPENDIX E

SITE VISIT DATA SUMMARIES

APPENDIX E

TABLE 1A

Responses to Testimony and Cross-Examination Enhancing Presentation of Issues

	Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS							
	3 (5)	8 (13)	33 (53)	18 (29)	62	3.0	.8
SITES							
Los Angeles, CA	1 (6)	3 (17)	13 (72)	1 (6)	18	2.8	.6
San Francisco, CA		6 (43)	7 (50)	1 (7)	14	2.6	.6
Florida			6 (67)	3 (33)	9	3.3	.5
Illinois			9 (64)	5 (36)	14	3.4	.5
Montana		1 (4)	20 (80)	4 (16)	25	3.1	.4
Texas		1 (9)	6 (55)	4 (36)	11	3.3	.6
Wisconsin		4 (19)	11 (50)	6 (29)	21	3.1	.7
Special Interest Groups	1 (13)	4 (50)	3 (38)		8	2.3	.7
TOTAL SITES	2 (2)	19 (16)	75 (63)	24 (20)	120	3.0	.7

APPENDIX E

TABLE 1B

Responses to Personal Judgments Enhancing the Presentation of Issues

	Strongly Disagree (1)	Disagree (2)	Agree (3)	Strongly Agree (4)	Number Responding	Mean	Standard Deviation
	N (%)	N (%)	N (%)	N (%)			
HEARINGS							
	2 (3)	8 (14)	36 (62)	12 (21)	58	3.0	.7
SITES							
Los Angeles, CA	1 (6)	5 (29)	10 (59)	1 (6)	17	2.6	.7
San Francisco, CA		2 (14)	9 (64)	3 (21)	14	3.0	.6
Florida		4 (40)	5 (50)	1 (10)	10	2.7	.7
Illinois			8 (57)	6 (43)	14	3.4	.5
Montana		1 (4)	19 (76)	5 (20)	25	3.2	.5
Texas			8 (73)	3 (27)	11	3.3	.5
Wisconsin		2 (9)	13 (57)	8 (35)	23	3.3	.6
Special Interest Groups		1 (14)	6 (86)		7	2.9	.4
TOTAL SITES	1 (1)	15 (12)	78 (65)	27 (22)	121	3.1	.6

APPENDIX E

TABLE 1C

Responses to a Statement that Comprehensive Cases Were Presented

	Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS							
Pro Team	1 (2)	7 (12)	31 (53)	19 (33)	58	3.2	.7
Con Team	2 (4)	17 (30)	29 (52)	8 (14)	56	2.8	.7
SITES: Pro Team							
Los Angeles, CA		3 (17)	11 (61)	4 (22)	18	3.1	.6
San Francisco, CA		4 (29)	7 (50)	3 (21)	14	2.9	.7
Florida		1 (10)	6 (60)	3 (30)	10	3.2	.6
Illinois		1 (7)	8 (57)	5 (36)	14	3.3	.6
Montana		5 (21)	16 (67)	3 (13)	24	2.9	.6
Texas			8 (73)	3 (27)	11	3.3	.5
Wisconsin			15 (65)	8 (35)	23	3.3	.5
Special Interest Groups		2 (25)	6 (75)		8	2.8	.5
TOTAL		16 (13)	77 (63)	29 (24)	122	3.1	.6

TABLE 1C (Cont.)

Responses to a Statement that Comprehensive Cases Were Presented

	Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
SITES: Con Team							
Los Angeles, CA		11 (61)	6 (33)	1 (6)	18	2.4	.6
San Francisco, CA		6 (50)	5 (42)	1 (8)	12	2.6	.7
Florida	1 (10)	2 (20)	6 (60)	1 (10)	10	2.7	.8
Illinois		1 (7)	10 (71)	3 (21)	14	3.1	.5
Montana		7 (29)	13 (54)	4 (17)	24	2.9	.7
Texas		1 (9)	7 (64)	3 (27)	11	3.2	.6
Wisconsin	1 (5)	7 (32)	11 (50)	3 (14)	22	2.7	.8
Special Interest Groups		6 (75)	2 (25)		8	2.3	.5
TOTAL	2 (2)	41 (35)	60 (50)	16 (13)	119	2.8	.7

APPENDIX E

TABLE 2B

Responses to a Statement that the Clarification Process Provided a Fair Discussion of the Issues

	Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS							
	2 (3)	8 (14)	38 (64)	11 (19)	59	3.0	.7
SITES							
Los Angeles, CA	1 (6)	4 (25)	10 (63)	1 (6)	16	2.7	.7
San Francisco, CA		6 (43)	7 (50)	1 (7)	14	2.6	.6
Florida		2 (20)	7 (70)	1 (10)	10	2.9	.6
Illinois		1 (7)	8 (57)	5 (36)	14	3.3	.6
Montana		3 (12)	17 (68)	5 (20)	25	3.1	.6
Texas			6 (55)	5 (46)	11	3.5	.5
Wisconsin		4 (18)	15 (68)	3 (14)	22	3.0	.6
Special Interest Groups		2 (25)	4 (50)	2 (25)	8	3.0	.8
TOTAL SITES	1 (1)	22 (18)	74 (62)	23 (19)	120	3.0	.6

APPENDIX E

TABLE 2C

Arguments Presented Clearly by Pro and Con

		Strongly Disagree (1) N (%)	Disagree (2) N (%)	Agree (3) N (%)	Strongly Agree (4) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS								
Pro		1 (2)	7 (12)	28 (48)	22 (38)	58	3.2	.7
Con		1 (2)	18 (32)	30 (53)	8 (14)	57	2.8	.7
SITES								
Show 1	Pro	1 (1)	11 (8)	77 (57)	46 (34)	135	3.2	.6
	Con	4 (3)	21 (16)	82 (62)	26 (20)	133	3.0	.7
Show 2	Pro	1 (1)	11 (8)	88 (66)	33 (25)	133	3.2	.6
	Con	1 (1)	25 (19)	77 (58)	30 (23)	133	3.0	.7
Show 3	Pro	3 (3)	5 (4)	72 (63)	35 (30)	115	3.2	.6
	Con	1 (1)	19 (17)	70 (61)	25 (22)	115	3.0	.6

APPENDIX E

TABLE 3A

Audiences' Initial Knowledge and Gain in Knowledge

HEARINGS	Little or No Knowledge (1) N (%)	Some New Knowledge (2) N (%)	Knowledgeable (3) N (%)	Very Knowledgeable (4) N (%)	Number Responding	Mean	Standard Deviation
Before the Hearing	2 (3)	15 (24)	28 (45)	17 (27)	62	3.0	.8
Gain in Knowledge	No New Knowledge (1)	Some New Knowledge (2)	Substantially Greater Knowledge (3)				
	6 (10)	40 (67)	14 (23)		60	2.1	.6
SITES Before the Shows	Little or No Knowledge (1) N (%)	Some New Knowledge (2) N (%)	Knowledgeable (3) N (%)	Very Knowledgeable (4) N (%)			
Los Angeles, CA	1 (5)	2 (10)	7 (35)	10 (50)	20	3.3	.9
San Francisco, CA		3 (20)	8 (53)	4 (27)	15	3.1	.7
Florida		1 (9)	6 (55)	4 (36)	11	3.3	.6
Illinois		5 (31)	8 (50)	3 (19)	16	2.9	.7
Montana	1 (4)	10 (37)	13 (48)	3 (11)	27	2.7	.7
Texas		2 (14)	7 (50)	5 (36)	14	3.2	.7
Wisconsin		5 (19)	11 (42)	10 (39)	26	3.2	.7
Special Interest Groups		2 (29)	4 (57)	1 (14)	7	2.9	.7
TOTAL	2 (2)	30 (22)	64 (47)	40 (29)	136	3.0	.8

TABLE 3A (Cont.)

Audiences' Initial Knowledge and Gain in Knowledge

SITES

Gain in Knowledge	No New Knowledge N (%)	Some New Knowledge N (%)	Substantially Greater Knowledge N (%)	Number Responding	Mean	Standard Deviation
Show 1	43 (32)	83 (62)	8 (6)	134	1.7	.6
Show 2	54 (42)	68 (52)	8 (6)	130	1.6	.6
Show 3	57 (50)	57 (50)	1 (1)	115	1.5	.5

APPENDIX E

TABLE 4A

Opinions of MCT Before and After the Clarification Process

	Strongly Oppose (1) N (%)	Oppose (2) N (%)	Neutral (3) N (%)	Favor (4) N (%)	Strongly Favor (5) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS								
Before	4 (7)	13 (21)	18 (29)	20 (32)	7 (11)	62	3.2	1.1
After	5 (8)	15 (24)	4 (7)	29 (48)	8 (13)	61	3.3	1.2
SITES								
Los Angeles, CA								
Before		2 (10)	5 (25)	7 (35)	6 (30)	20	3.9	1.0
After	1 (6)	1 (6)	4 (22)	7 (39)	5 (28)	18	3.7	1.1
San Francisco, CA								
Before		3 (20)	4 (27)	5 (33)	3 (20)	15	3.5	1.1
After		2 (13)	3 (20)	8 (53)	2 (13)	15	3.7	.9
Florida								
Before			2 (18)	5 (46)	4 (36)	11	4.2	.8
After			2 (22)	4 (44)	3 (33)	9	4.1	.8
Illinois								
Before	1 (6)	3 (19)	6 (38)	5 (31)	1 (6)	16	3.1	1.0
After	2 (14)	2 (14)	4 (29)	3 (21)	3 (21)	14	3.2	1.4
Montana								
Before	5 (19)	9 (35)	5 (19)	5 (19)	2 (8)	26	2.6	1.2
After	1 (4)	6 (26)	3 (13)	10 (44)	3 (13)	23	3.3	1.2

TABLE 4A (Cont.)

Opinions of MCT Before and After the Clarification Process

	Strongly Oppose (1) N (%)	Oppose (2) N (%)	Neutral (3) N (%)	Favor (4) N (%)	Strongly Favor (5) N (%)	Number Responding	Mean	Standard Deviation
SITES								
Texas								
Before		3 (21)	1 (7)	7 (50)	3 (21)	14	3.7	1.1
After	1 (9)	1 (9)		6 (55)	3 (27)	11	3.8	1.3
Wisconsin								
Before			6 (23)	13 (50)	7 (27)	26	4.0	.7
After		1 (5)	3 (14)	13 (59)	5 (23)	22	4.0	.8
Special Interest Groups								
Before	1 (14)	3 (43)	1 (14)	2 (29)		7	2.6	1.1
After	1 (13)	2 (25)	4 (50)		1 (13)	8	2.8	1.2
TOTAL SITES								
Before	7 (5)	23 (17)	30 (22)	49 (36)	26 (19)	135	3.5	1.1
After	6 (5)	15 (13)	23 (19)	51 (43)	25 (21)	120	3.6	1.1

APPENDIX E

TABLE 4D

Use of MCT Clarification Process Information for Different Purposes

	Not Useful (1) N (%)	Useful (2) N (%)	Highly Useful (3) N (%)	Number Responding	Mean	Standard Deviation
HEARINGS						
Formulating Policy	7 (12)	30 (51)	21 (36)	59	2.3	.7
Assisting Implementation	20 (35)	26 (46)	10 (18)	57	1.9	.8
Informing Public	7 (12)	28 (46)	25 (41)	61	2.3	.7
SITES						
Formulating Policy						
Los Angeles, CA	4 (24)	7 (41)	6 (35)	17	2.1	.8
San Francisco, CA	4 (27)	6 (60)	2 (13)	15	1.9	.6
Florida	4 (40)	6 (60)		10	1.6	.5
Illinois		8 (57)	6 (43)	14	2.4	.5
Montana	1 (4)	18 (72)	6 (24)	25	2.2	.5
Texas		7 (64)	4 (36)	11	2.4	.5
Wisconsin	1 (5)	13 (59)	8 (36)	22	2.3	.6
Special Interest Groups	1 (13)	7 (88)		8	1.9	.4
TOTAL SITES	15 (12)	75 (62)	32 (26)	122	2.1	.6

TABLE 4D (Cont.)

Use of MCT Clarification Process Information for Different Purposes

	Not Useful (1) N (%)	Useful (2) N (%)	Highly Useful (3) N (%)	Number Responding	Mean	Standard Deviation
Assisting Implementation						
Los Angeles, CA	5 (31)	10 (63)	1 (6)	16	1.8	.6
San Francisco, CA	11 (73)	4 (27)		15	1.3	.5
Florida	6 (60)	4 (40)		10	1.4	.5
Illinois	3 (21)	9 (64)	2 (14)	14	1.9	.6
Montana	7 (29)	12 (50)	5 (21)	24	1.9	.7
Texas	2 (18)	7 (64)	2 (18)	11	2.0	.6
Wisconsin	8 (38)	12 (57)	1 (5)	21	1.7	.6
Special Interest Groups	5 (63)	3 (38)		8	1.4	.5
TOTAL SITES	47 (40)	61 (51)	11 (9)	119	1.7	.6
Informing Public						
Los Angeles, CA	5 (31)	9 (56)	2 (13)	16	1.8	.7
San Francisco, CA	5 (39)	3 (23)	5 (39)	13	2.0	.9
Florida	2 (20)	5 (50)	3 (30)	10	2.1	.7
Illinois		9 (64)	5 (36)	14	2.4	.5

TABLE 4D (Cont.)

Use of MCT Clarification Process Information for Different Purposes

	Not Useful (1) N (%)	Useful (2) N (%)	Highly Useful (3) N (%)	Number Responding	Mean	Standard Deviation
Montana		15 (63)	9 (38)	24	2.4	.5
Texas	2 (18)	5 (46)	4 (36)	11	2.2	.8
Wisconsin	1 (5)	13 (59)	8 (36)	22	2.3	.6
Special Interest Groups		6 (75)	2 (25)	8	2.3	.5
TOTAL SITES	15 (13)	65 (55)	38 (32)	118	2.2	.6
Revising or Dropping						
Los Angeles, CA	4 (22)	11 (61)	3 (17)	18	1.9	.6
San Francisco, CA	7 (47)	6 (40)	2 (13)	15	1.7	.7
Florida	6 (60)	4 (40)		10	1.4	.5
Illinois		10 (71)	4 (29)	14	2.3	.5
Montana		22 (92)	2 (8)	24	2.1	.3
Texas	3 (30)	6 (60)	1 (10)	10	1.8	.6
Wisconsin	10 (48)	10 (48)	1 (5)	21	1.6	.6
Special Interest Groups	1 (13)	7 (88)		8	1.9	.4
TOTAL SITES	31 (26)	76 (63)	13 (11)	120	1.9	.6

APPENDIX E

TABLE 5

Usefulness of User's Guide for Different Purposes

	Little Use (1) N (%)	Useful (2) N (%)	Highly Useful (3) N (%)	Number Responding	Mean	Standard Deviation
Formulating Policy						
Florida		5 (83)	1 (17)	6		
Illinois		8 (73)	3 (27)	11		
Montana		11 (79)	3 (21)	14		
Texas	1 (10)	4 (40)	5 (50)	10		
Wisconsin	4 (25)	10 (63)	2 (13)	16		
TOTAL	5 (9)	38 (67)	14 (24)	57	2.1	.6
Assisting Implementation						
Florida	1 (17)	4 (67)	1 (17)	6		
Illinois		8 (73)	3 (27)	11		
Montana		12 (86)	2 (14)	14		
Texas	2 (20)	5 (50)	3 (30)	10		
Wisconsin	2 (14)	11 (79)	1 (7)	14		
TOTAL	5 (9)	40 (73)	10 (18)	55	2.1	.5
Informing Public						
Florida	1 (17)	3 (50)	2 (33)	6		
Illinois	4 (33)	4 (33)	4 (33)	12		
Montana	2 (13)	9 (60)	4 (27)	15		
Texas	3 (30)	5 (50)	2 (20)	10		
Wisconsin	6 (40)	6 (40)	3 (20)	15		
TOTAL	16 (27)	29 (48)	15 (25)	60	2.0	.7